

UMASS/AMHERST



312066 0344 2021 6

FISCAL YEAR ENDED JUNE 30

STACK

354.729

V81

1960/61

CITY OF SPRINGFIELD MASS.

THE GOVERNOR OF THE Virgin Islands

TO THE SECRETARY OF THE INTERIOR

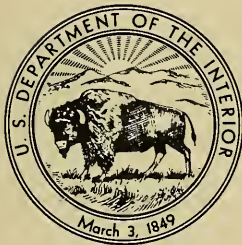
1961 annual report

1961 *Annual Report*

THE GOVERNOR OF THE

Virgin Islands

TO THE SECRETARY OF THE INTERIOR



For the Fiscal Year Ended

June 30, 1961

STACK

354.7299

V81

1961/61

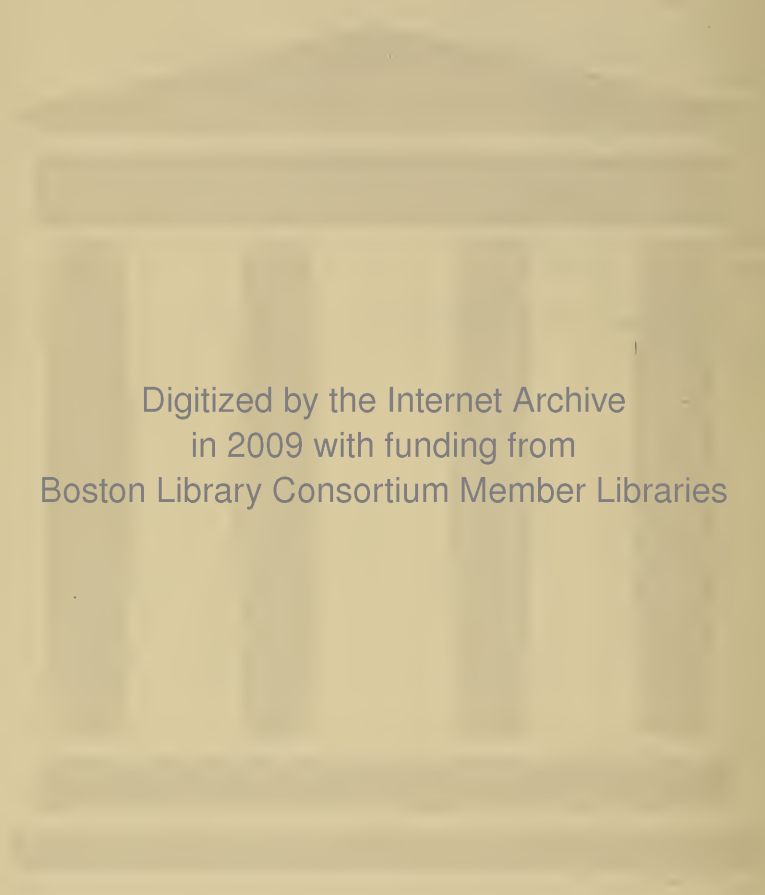
UNITED STATES
DEPARTMENT OF THE INTERIOR
STEWART L. UDALL, *Secretary*
TERRITORY OF THE VIRGIN ISLANDS
Ralph M. Paiewonsky, *Governor*

UNITED STATES GOVERNMENT PRINTING OFFICE, WASHINGTON, D.C.

For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington 25, D.C. - Price 30 cents

Contents

| | Page |
|---|------|
| INTRODUCTION AND HIGHLIGHTS OF THE YEAR | 1 |
| LEGISLATION | 3 |
| POPULATION OF THE VIRGIN ISLANDS | 3 |
| OFFICE OF THE GOVERNMENT SECRETARY | 4 |
| DEPARTMENT OF LAW | 11 |
| VIRGIN ISLANDS PLANNING BOARD | 12 |
| OFFICE OF THE PROBATION OFFICER | 12 |
| DEPARTMENT OF AGRICULTURE AND LABOR | 13 |
| DEPARTMENT OF EDUCATION | 15 |
| DEPARTMENT OF FINANCE | 24 |
| DEPARTMENT OF HEALTH | 29 |
| DEPARTMENT OF PROPERTY AND PROCUREMENT | 39 |
| DEPARTMENT OF PUBLIC SAFETY | 43 |
| DEPARTMENT OF PUBLIC WORKS | 48 |
| DEPARTMENT OF SOCIAL WELFARE | 51 |
| DEPARTMENT OF COMMERCE | 58 |
| SELECTIVE SERVICE | 63 |
| VIRGIN ISLANDS EMPLOYMENT SERVICE | 63 |
| MUNICIPAL COURTS | 65 |
| CONCLUSION | 67 |



Digitized by the Internet Archive
in 2009 with funding from
Boston Library Consortium Member Libraries

1961 Annual Report of the Governor of the Virgin Islands

Ralph M. Paiewonsky, *Governor*



ON APRIL 5, 1961, Hon. Ralph M. Paiewonsky was inaugurated as Governor of the Virgin Islands succeeding Hon. John David Merwin. A month later Hon. Cyril E. King was installed as Government Secretary succeeding Hon. Roy W. Bornn. Both new appointees, as were their predecessors, are natives of the Virgin Islands.

In his inaugural address, the new Governor set forth these objectives:

- (1) We must aim to make our domestic island life a more abundant one;
- (2) We must accelerate our economy;
- (3) We must further advance our cultural, moral and spiritual life; and
- (4) We must make great progress politically.

In the short space of less than 3 months, progress had been made on all these fronts.

Plans are nearing completion to extend the Harry S. Truman Airport in St. Thomas some 500 feet to accommodate turboprop planes by the end of the calendar year 1961, as well as to pave the runoff section of the Alexander Hamilton Airport in St. Croix to permit jet planes to land within the next few months.

Priority attention was given distribution of Federal surplus commodities to public assistance clients (which had not been implemented for several years) and the program is now in effect.

A College Conference of leading educators in the United States was called for late July to discuss the best ways and means of starting a college in the Virgin Islands.

A new territorial Department of Commerce was created to give fresh impetus to moves needed to bring more business to the islands. An economist and a legal consultant were employed in Washington to make certain that all new plans to encourage commerce would be implemented in a way which would not impinge on Federal laws, regulations, and policies.

Decent, safe and sanitary housing for low and middle income families was emphasized as the number one problem of the Virgin Islands.

By the end of the fiscal year, 15.64 acres of land had been acquired in St. Thomas for the Altona Community Development. This project will consist of owner-occupied dwellings, street development, water supply and other utilities, recreation facilities, and other related facilities essential to a suburban development. Families in the Altona-Welgunst-Demarara area now living in substandard superficial houses will have the first priority to purchase a plot and home with 25 years to complete payment. Plans were also underway to lease 56 houses at Estate Body Slob, St. Croix, from the Virgin Islands Corporation, to be renovated and used as emergency houses. A long range plan of housing, urban renewal and community development with assistance from the Housing and Home Finance Agency under the Federal Housing Act of 1961 was in the preliminary stage at the close of the fiscal year.

The Legislature's regular session in April-June 1961 was held in the finest framework of mutual cooperation and understanding. Many important laws were enacted, including a new civil rights act.

Departmental Highlights of the Year

Within the Office of the Government Secretary, a new real property tax assessment program has been made effective with a scientific system of real property appraisal and evaluation.

The Department of Finance reports total revenues for the fiscal year 1961 at \$8,872,113.16, an increase of 22.34 percent over the previous fiscal year, the highest in the island's history.

Within the Department of Commerce, a preliminary study revealed that revenues derived from visitors would exceed last year's figures by approximately 10 percent. Three new small industries were established.

In the Department of Education, construction was started on two new elementary schools in St. Thomas to eliminate overcrowding.

Within the Department of Health, polio vaccine was given to 97 percent of school children. A new clinical annex of the Charles Harwood Memorial Hospital is nearing completion. X-ray facilities were installed for the first time at the Frederiksted Clinic.

The Public Works Department is supervising the construction of a number of public works projects including a large elementary school in St. Thomas, a pier at Frederiksted, an abattoir in St. Croix, and a number of road projects in all islands. A vigorous plan for acceleration of street cleaning and garbage removal and city beautification has been placed in operation.

The Department of Social Welfare, in collaboration with the Department of Health, instituted the Medical Assistance for the Aged

Plan providing complete medical care for all persons over 65 years of age meeting eligibility requirements of this Federal program.

The Department of Agriculture and Labor served the farmers by supplying seeds, seedlings, fruit trees, fertilizers and insecticides, land preparation, marketing of farm products, and farm management.

The Department of Property and Procurement issued awards on major construction projects with total value in excess of \$4 million.

The Department of Public Safety conducted a police training school for a large number of recruits from all islands and instituted a policy of transferring personnel from one district to another. A traffic bureau was created and continued a vigorous campaign against traffic violators.

Legislation

Five sessions of the Legislature were held—three special sessions of the Third Legislature, September 8, 1960; November 21–22, 1960, and March 24, 1961; the regular session of the Fourth Legislature from April 10 to June 8, 1961, and a special session of the Fourth Legislature on June 16, 1961.

At the September 8 special session, three bills were proposed, adopted and approved. At the November special session, 25 bills were proposed of which 23 were adopted and 22 were approved. At the March special session, four bills were proposed and adopted and three bills were approved.

At the regular session in April–June, 164 bills were introduced, not including resolutions, of which 117 were adopted. One hundred and eleven bills were approved, two were pocket vetoed, three were recalled, and one became law without executive approval. At the June 16 special session, five bills were proposed, adopted and approved.

The Population of the Virgin Islands

The population of the Virgin Islands according to the final report of the 18th decennial census was 32,099 on April 1, 1960, as compared with 26,665 on April 1, 1950. The population of the three major islands on April 1, 1960, and April 1, 1950 was as follows:

| Island | Population | | Percentage of increase 1960 over 1950 |
|-----------------|------------|---------|---------------------------------------|
| | 1960 | 1950 | |
| St. Thomas..... | 16, 201 | 13, 813 | 17. 3 |
| St. Croix..... | 14, 973 | 12, 103 | 23. 7 |
| St. John..... | 925 | 749 | 23. 5 |
| Total..... | 32, 099 | 26, 665 | 20. 4 |

The distribution of the population between urban and rural areas in 1960 and 1950 was as follows:

| Island and areas | Population | | Percentage of increase 1960 over 1950 |
|----------------------------------|------------|---------|---------------------------------------|
| | 1960 | 1950 | |
| Urban areas: | | | |
| St. Thomas-Charlotte Amalie..... | 12, 880 | 11, 469 | 12. 3 |
| St. Croix: | | | |
| Christiansted..... | 5, 137 | 4, 112 | 24. 9 |
| Frederiksted..... | 2, 177 | 1, 961 | 11. |
| Total..... | 20, 194 | 17, 542 | 15. 12 |
| Rural areas: | | | |
| St. Thomas..... | 3, 321 | 2, 344 | 41. 7 |
| St. Croix..... | 7, 659 | 6, 030 | 27. |
| St. John..... | 925 | 749 | 23. 5 |
| Total..... | 11, 905 | 9, 123 | 30. 5 |

The distribution of the population according to nativity and country of birth was as follows in 1960 and 1950:

| Nativity and place of birth | Population | | Increase over 1950 | Percentage increase over 1950 | Percentage distribution | |
|--|------------|---------|--------------------|-------------------------------|-------------------------|--------|
| | 1960 | 1950 | | | 1960 | 1950 |
| Total population..... | 32, 099 | 26, 665 | 5, 434 | 20. 4 | 100 | 100 |
| Native..... | 26, 820 | 23, 581 | 3, 239 | 13. 73 | 83. 55 | 88. 43 |
| Virgin Islands of the United States..... | 20, 338 | 19, 616 | 722 | 3. 72 | 63. 36 | 73. 56 |
| Puerto Rico..... | 3, 897 | 2, 874 | 1, 023 | 35. 59 | 12. 14 | 10. 77 |
| Other U.S. offshore areas..... | 11 | 57 | 46 | ----- | . 03 | . 6 |
| Continental United States..... | 2, 574 | 1, 034 | 1, 540 | 148. 93 | 8. 02 | 3. 5 |
| Foreign..... | 5, 279 | 3, 084 | 2, 295 | 71. 17 | 16. 45 | 11. 57 |

Office of the Government Secretary

Specific powers and duties of the Office of the Government Secretary include, among other things, administration and enforcement of the laws relating to insurance and to fraternal benefit associations and assessment associations authorized to do business in the Virgin Islands; administration and enforcement of the laws relating to banks, trust companies, building and loan associations, corporations, partnerships, business associations, and other commercial business operations; administration and enforcement of the laws relating to the sale and transfer of stocks and securities; and administration of the laws relating to the manufacture, sale and taxation of alcoholic and non-alcoholic beverages.

The Office supplies the Equity Publishing Corporation with the necessary documents to maintain compilation and publication of all legal documentations for the Government of the Virgin Islands, including supplements to the Virgin Islands Code, Virgin Islands Rules and Regulations, Virgin Islands Register, Virgin Islands Session

Laws, Virgin Islands Reports, and Slip Laws of the Virgin Islands.

During the year, 144 acts and 25 resolutions of the Virgin Islands Legislature were filed with the Government Secretary pursuant to law and were ordered printed in slip law form.

The growth of the islands' economy is reflected in the expansion of businesses and occupations. The Office of the Government Secretary, charged with the responsibility for licensing all businesses within the Virgin Islands, is conducting surveys and on-the-spot inspections to ensure coverage of all businesses by the appropriate license. The following chart shows a comparison of licenses issued and fees collected over the past 3 fiscal years:

Licenses issued and fees collected

| District | 1959 | | 1960 | | 1961 | |
|------------------------------|----------|---------------|----------|---------------|----------|---------------|
| | Licenses | Fees | Licenses | Fees | Licenses | Fees |
| St. Thomas and St. John..... | 1, 165 | \$43, 918. 80 | 1, 227 | \$46, 238. 50 | 1, 393 | \$51, 689. 00 |
| St. Croix..... | 630 | 21, 224. 20 | 886 | 30, 549. 00 | 974 | 34, 659. 00 |
| Total..... | 1, 795 | 65, 143. 00 | 2, 113 | 76, 787. 50 | 2, 367 | 86, 348. 00 |

Corporate activity showed a steady increase in the number of new corporations registered. Very few corporations were dissolved or withdrawn, resulting in a sizeable roster of active corporations. At the end of the fiscal year 1961, there were 557 domestic corporations appearing on the active list of registered corporations, and 36 foreign, a total of 593.

Total corporate franchise taxes collected amounted to \$16,463.50 as compared with \$16,657.56 in the preceding fiscal year. Other corporation fees collected during the fiscal year total \$11,874.49 as compared with \$12,306.09 in the preceding year.

Comparative Table

| | Fiscal year 1959 | | Fiscal year 1960 | | Fiscal year 1961 | |
|---|------------------|----------|------------------|----------|------------------|----------|
| | Foreign | Domestic | Foreign | Domestic | Foreign | Domestic |
| Certificates of incorporation issued..... | 5 | 82 | 8 | 111 | 14 | 115 |
| Certificates of amendments issued..... | | 8 | 1 | 30 | 1 | 24 |
| Dissolutions..... | | 2 | | 4 | | 3 |
| Withdrawals..... | 2 | | | | 2 | |
| Mergers..... | | | | | | 2 |

Trademark and patent activity did not show any considerable increase in registration over last year's record.

The Office of the Government Secretary continues the preparation and issuance of all passports in accordance with rules and regulations

Totals of winning candidates, 1960 election

| District | St. Thomas | St. John | St. Croix | Total |
|-----------------|------------|----------|-----------|-------|
| 1st member..... | 2,460 | 222 | 1,786 | |
| 2d member..... | 2,225 | | 1,719 | |
| <i>At Large</i> | | | | |
| 1st member..... | 695 | 139 | 1,636 | 2,470 |
| 2d member..... | 2,127 | 43 | 129 | 2,299 |
| 3d member..... | 758 | 150 | 1,102 | 2,010 |
| 4th member..... | 1,793 | 25 | 53 | 1,871 |
| 5th member..... | 126 | 3 | 1,197 | 1,326 |
| 6th member..... | 384 | 0 | 754 | 1,138 |

It will be noted that the number of persons voting equals 71.7 per cent of the total voters registered, as compared with 74.3 percent in 1958.

Upon recommendation of the Government Secretary as chairman of the Sanitary Facilities Committee, the Governor issued on June 13, 1961, a proclamation amending previous proclamations of 1959 and 1960 concerning the health of the territory and establishing target dates for the elimination of the nightsoil removal system. It specifies that all necessary sanitary facilities shall be completed and connected by June 30, 1962, in the towns of Christiansted and Frederiksted and by December 31, 1962, for the city of Charlotte Amalie in full compliance with existing law.

During the year, the Government Secretary's Office was concerned with housing, the acuteness of which continues to increase and which ranks as one of the most—if not the most—urgent problems with which these islands are faced. This office concentrated on three phases of this problem:

1. Community development at Estate Bordeaux;
2. Continuation of the construction of urgently needed emergency housing; and
3. The development of an Aided Self-Care Home for aging.

Office of the Tax Assessor

During the year the former Division of Real Property Assessment and Recording was abolished and its functions were transferred to the Office of the Tax Assessor, Virgin Islands; the Office of the Recorder of Deeds, St. Thomas and St. John; and the Office of the Recorder of Deeds, St. Croix. Responsibility for the operation of these offices continues to rest within the Office of the Government Secretary.

The Office of the Tax Assessor, through the reassessment project, developed a system of real property appraisal and evaluation for

scientific tax purposes. This reassessment project was conducted by a private management consultant firm. The major aim of the project was to develop a sound, effective, efficient, and equitable real property tax program. The project resulted in some 9,008 improvements and 14,000 parcels of land were appraised. The result of this work has been the establishment of an up-to-date system of real property evaluation and taxation, and a clearer understanding of the proper procedures and techniques used in real property evaluation.

In view of the short time which elapsed between the date of completion of the revised assessments for 1960 and the date tax bills were required to be issued by law, there was not sufficient time properly to evaluate the impact which the increased assessments would have on the public. The Legislature, therefore, on June 20, 1961, passed an act which was approved by the Governor providing that 1960 real property taxes shall not exceed 25 percent of the tax liability for the year 1959 except as a result of improvements to properties made since the 1959 assessment. The following is a detailed table of assessments and taxes by islands:

| Island | Assessment value | Tax | Increase |
|-------------|------------------|--------------|-----------------|
| St. Thomas: | | | |
| 1960..... | \$28,939,384 | \$296,228.45 | \$12,092,884.00 |
| 1959..... | 16,846,500 | 210,581.02 | 85,647.43 |
| St. Croix: | | | |
| 1960..... | 27,391,290 | 231,907.98 | 14,370,992.00 |
| 1959..... | 13,020,298 | 162,855.73 | 69,052.25 |
| St. John: | | | |
| 1960..... | 1,890,266 | 14,112.96 | 1,247,310.00 |
| 1959..... | 642,956 | 8,036.96 | 6,076.00 |

Office of the Recorder of Deeds, St. Thomas

The following is a comparative table of documents recorded during the last 2 fiscal years:

| | 1960 | 1961 |
|----------------------------------|-------|-------|
| Deeds..... | 448 | 426 |
| Mortgages..... | 327 | 360 |
| Chattel mortgages..... | 70 | 116 |
| Conditional sales contracts..... | 863 | 886 |
| Cancellations and releases..... | 220 | 216 |
| Adjudications..... | 18 | 24 |
| Certificates of death..... | | 5 |
| Assignments..... | | 35 |
| Leases..... | | 18 |
| Easements..... | | 15 |
| Liens..... | | 34 |
| Miscellaneous..... | 116 | 86 |
| Total..... | 2,062 | 2,221 |

Office of the Recorder of Deeds, St. Croix

The following is a comparative table of documents recorded during the last 2 fiscal years:

| | 1960 | 1961 |
|----------------------------------|-------|-------|
| Deeds..... | 480 | 441 |
| Mortgages..... | 325 | 383 |
| Chattel mortgages..... | 113 | 144 |
| Conditional sales contracts..... | 59 | 106 |
| Cancellations..... | 240 | 401 |
| Adjudications..... | 8 | 15 |
| Certificates of attachment..... | | 107 |
| Certificates of death..... | 16 | 8 |
| Miscellaneous..... | 119 | 132 |
| Total..... | 1,360 | 1,737 |

Division of Personnel

From the point of view of employee benefits, the most significant development during the fiscal year was the passage of a new pay plan for Government employees. Not only did the plan change the entrance and within-grade step values of the various pay ranges, but it also made comparable increases applicable to the unclassified service positions paid within these ranges. The new plan provided for increases averaging 12 percent and ranging between a 1 percent increase for the highest categories to a 30 percent increase in the lowest categories. The plan also reestablished provisions for within-grade increases which were not provided for previously.

Since the new plan did not change the basic number of ranges, the transition was accomplished by an automatic application of the values of the various ranges in which positions were paid. Another precedent-making provision of this new plan provided that, unlike what was done in the past, the employees involved would not be required to have their salaries placed at a minimum of the salary range, but instead would come in under the new plan at whatever step they were in under the old plan.

In May of 1961, the Territorial Government was host to one session of the 33d Eastern Regional Conference of the Public Personnel Association. While all the earlier sessions were held in Puerto Rico, the conference readily accepted the suggestion to hold its closing session in St. Thomas. Over 200 persons attended this session, including almost 100 conferees from Puerto Rico.

To the satisfaction of all the operating departments, the Division of Personnel changed the minimum length of the probationary period from 3 to 6 months. All classes of positions for which there were

longer periods remained unchanged. The change in the minimum period was brought about mainly by a recognition that 6 months is a more adequate period during which to assess the performance of new employees in most classes of positions.

Again, this year, and from all indications the trend will continue for the next several years, the emerging pattern of the labor market is a factor requiring serious attention. To some extent the increases granted by the new pay plan of 1960 relieved some of the difficulties of recruitment. However, the respite is at best expected to be short-lived, for much of the difficulty lies in a shortage of workers in many categories, particularly in the laboring and clerical classes. This shortage probably would extend as well to the trades groups, were it not for the fact that the Government employs comparatively few tradesmen, most of the work being accomplished by casual employment where a somewhat higher hourly wage is permissible.

These market conditions have resulted in several serious problems, the most important of which is a general shortage of available help, with the result that turnover has increased thus causing increased expense for constantly training new replacements.

The retirement system for Government employees was in its second year of operation as an insular system combining the two former municipal systems. The consulting actuary has made a strong recommendation that the employer's contribution be changed from 4 percent to 7.63 percent in order to make the fund actuarially sound. At the present time the employees' contribution is 4 percent and the employer's contribution is 4 percent. Unfortunately, sufficient funds have not yet been available to provide this increase in the employer's contribution. The following is a distribution of positions as to major occupational groups:

| | St. Thomas and St. John | St. Croix | Total—Vir- gin Islands |
|-------------------------------|----------------------------|-----------|---------------------------|
| Clerical..... | 195 | 86 | 281 |
| Administrative..... | 90 | 25 | 115 |
| Supervisory..... | 5 | 4 | 9 |
| Professional..... | 297 | 206 | 503 |
| Subprofessional..... | 100 | 79 | 179 |
| Public safety..... | 70 | 81 | 151 |
| Inspectional..... | 10 | 4 | 14 |
| Equipment operators..... | 43 | 47 | 90 |
| Trades and labor..... | 203 | 138 | 341 |
| Housekeeping..... | 73 | 83 | 156 |
| Food service..... | 76 | 57 | 133 |
| Farming and gardening..... | 3 | 0 | 3 |
| Total classified service..... | 1, 165 | 810 | 1, 975 |
| Unclassified service..... | | | 97 |
| Total Virgin Islands..... | | | 2, 072 |

The following comparative statistics indicate the activities in examination and certification :

| Activity | Fiscal year 1959 | Fiscal year 1960 | Fiscal year 1961 |
|---|---------------------|---------------------|---------------------|
| Personnel requisitions processed..... | 389 | 452 | 393 |
| Number persons employed, permanent and temporary..... | 407 | 446 | 370 |
| Number applications received..... | 595 | 454 | 680 |
| Number separations, permanent positions..... | 204 | 327 | 199 |
| Number examinations administered..... | 163 | 198 | 282 |
| Number persons on eligible list..... | 1,391 | 1,545 | 2,133 |
| Total persons in permanent positions..... | 1,699 | 2,027 | 2,074 |
| Number of promotions..... | 43 | 84 | 66 |

Industrial Incentive Program

For the past 5 years the Government of the Virgin Islands has conducted an ambitious industrial incentive program geared toward attracting self-sustaining industries to the Virgin Islands with the long range objective of providing the people of the Virgin Islands with a larger source of employment, a chance for better wages, and helping the Virgin Islands to become self-sustaining. In general this program has been moderately effective and to date 36 tax exempt small businesses and 19 tax exempt hotels and guest houses are in operation, providing employment for some 1,450 Virgin Islanders in a wide variety of categories. In addition, industries from various parts of the United States have indicated an interest in extending to the Virgin Islands and are particularly interested in learning more about our industrial incentive program and tax exempt and subsidy laws.

Despite its effectiveness, however, the industrial incentive program has not had its full impact on the economy of the Virgin Islands, and if the past is any guide to the future, this impact will not be felt until present local laws are revised and clarified to conform to the spirit and purpose of the program.

Being mindful of this problem, and being anxious to improve the economic opportunities of the people of the Virgin Islands, the new administration has been conducting a study of laws and policies governing the incentive program with a view toward determining and making needed revisions.

Department of Law

Transfer of the responsibilities previously handled by the U.S. Attorney in representing the legal interests of the Government of the Virgin Islands has progressed to the point where the Department of Law now represents the Government in all matters except the trial of criminal matters in the District Court. This change, reflect-

ing congressional sanction of the duties and functions of the Attorney General of the Virgin Islands (Section 27 of the Revised Organic Act, as amended September 16, 1959), has resulted in a substantial increase in the workload of the Department, and requires the full-time attention of at least one of the two attorneys who comprise the staff in St. Thomas to appearances in the Municipal Court. In St. Croix the Department continues to retain a part-time attorney on a contractual basis to handle litigation in the Municipal Court in that island.

The increase in opinion writing, counselling services to department heads, preparation of legislation, regulations, contracts, leases, etc., and conferences with departmental heads, has been even more significant, particularly since the change in administration of the executive department of the Government in March. Because of the stepped up tempo of governmental activities, the inauguration of new programs, and the increased attention to old ones, inevitably, the need for governmental legal services has reflected an increase.

Virgin Islands Planning Board

During the year the Planning Board prepared and recommended development plans for the Charlotte Amalie Harbor and waterfront in St. Thomas; a new governmental and administration center; a recreational area for Frederiksted; and better main road approaches for Christiansted and Frederiksted in St. Croix. The Board also devoted considerable time to the preparation of a zoning and subdivision law and developed and submitted an application to the Federal Housing and Home Finance Agency for a grant of matching funds for planning purposes with particular reference to large scale topographical maps which should form the basis of essential revisions of existing master plans of the islands. The Board also prepared a development plan for the first segment of the proposed Bordeaux Community Center in St. Thomas. In broad terms, the Planning Board is concerned with all those physical developments which influence the well-being, happiness, and prosperity of the people of the Virgin Islands, together with the beauty of the islands themselves. The beauty of the islands is constantly being damaged by uncontrolled development. It is hoped that zoning and subdivision legislation will be adopted by the Virgin Islands Legislature during the coming year.

Office of the Probation Officer

During the year 53 defendants were investigated, representing an increase of 76.6 percent over the number of cases investigated in 1959.

The Probation Office also made 15 reports in connection with the Interstate Compact Administration on persons who had previously lived in the Virgin Islands or were desirous of taking up residence here. Twenty-two prerelease reports were submitted to the Parole Board. The Probation Officer had a monthly average of 45 persons under supervision during the year.

Of the 67 individuals received from the courts, 28 had no higher scholastic attainment than that of the sixth grade, while 39 had higher than seventh grade. The heaviest concentration of offenders was between the fifth and tenth grades. In the age grouping, it was found that the largest concentration of offenders, 29 percent, was in the age bracket 16 to 20 years. Looking closer at the trend, it is found that 99 percent of all offenders fell in the age range 16 to 40.

The large number of individuals placed on probation by the courts indicates that the courts feel that this type of system is best for the community, the offender and his family. The fact that the courts are requesting reports prior to sentencing shows that they realize that a total picture of the offenders is necessary in order to make a decision which is in the best interest of the community and the offender.

Department of Agriculture and Labor

St. Croix Agricultural Program

The Division of Agriculture has responsibility for stimulating, encouraging, promoting the cultivation of land, and all other activities necessary to increasing the production of food in the Virgin Islands. To meet these needs, the programs include supplying of seeds, plants, insecticides, fertilizers and technical service; land preparation for farmers; demonstration farm; and marketing of farm products. Within the last three seasons, the surplus fruits and vegetables have grown from 8,000 to over 35,200 pounds annually. Over 3,000 citrus and avocado trees were distributed at cost. The foundation stock of 12 head of swine for the swine improvement and production program were imported tropically bred from Florida. Vegetables and fruits produced on the demonstration farm include tomato, pepper, eggplant, kohlrabi, yams, carrot, okra, cucumber, turnip, onion, banana, watermelon, and papaya. Using our production advantage over the cooler regions, over one thousand bushels of pepper, tomato and eggplant were shipped from St. Croix to Puerto Rico and St. Thomas.

St. Thomas Agricultural Program

During the year, the Virgin Islands Government purchased from the Federal Government the agricultural station situated at Estate

Dorothea. Services of this station include the furnishing of seeds, insecticides, fertilizers, water, vegetables, mould, assorted fruit trees and ornamentals, technical information for the growing of quality vegetables, trial of new crops and maintenance of a plant house where several hundred economic and ornamental plants are grown to help ornament and beautify the island of St. Thomas.

Parks and Beaches

The gates of the modern Cramer Park in St. Croix were opened to the general public shortly before the close of the year. The public's response to this new recreation spot has been gratifying. Attendance has shown an increase of 250 percent over the attendance prior to improvements. The new facilities here include a modern restaurant and bar, tennis and volleyball courts, modern bathhouses, beach umbrellas, and a significant improvement in sanitation on the beach. All other parks received new plantings and paint rejuvenation. The added responsibility of maintaining and further beautification of the landscape at the Alexandar Hamilton Airport and the racetracks at Manning's Bay, St. Croix, increases the magnitude of the parks and beaches program by several hundred percent.

Sugarcane Subsidy in St. Croix

The sugarcane crop of 1961 showed an increase of 129.5 percent over the crop for 1960. The 1960 tonnage was 71,076,770 and the tonnage was 163,193,415. Two hundred and seventeen claims for subsidy for new plantings of sugarcane and for tons of cane delivered to the factory were paid as follows:

| <i>Dollars Paid</i> | | <i>Farmers</i> |
|---------------------|-------|----------------|
| \$3,000 to \$6,500 | ----- | 4 |
| \$1,000 to \$2,999 | ----- | 7 |
| \$500 to \$999 | ----- | 10 |
| \$100 to \$499 | ----- | 61 |
| \$50 to \$99 | ----- | 47 |
| \$1.00 to \$49 | ----- | 88 |
| Total | ----- | 217 |

Workmen's Compensation

A total of 646 injury reports were processed involving compensation for disability, death compensation, medical attendance, and funeral

expenses. Eight hundred and fifty-two awards were made representing a total of \$95,391.59 as follows:

| | |
|-----------------------------------|-------------|
| Temporary total disability----- | \$26,407.29 |
| Permanent partial disability----- | 26,975.61 |
| Medical attendance ----- | 22,588.99 |
| Death compensation----- | 18,050.00 |
| Funeral expenses----- | 861.20 |
| Publication costs----- | 508.50 |

Fair Labor Standards and Labor Relations Acts

As a result of complaints, a total of \$3,344.31 was collected in back wages and overtime. The majority of these complaints was filed by alien employees. Under the provisions of the Labor Relations Law, 31 petitions for certification were filed by labor unions. In some instances, certification was made without an election where the union and the employees satisfied the hearing officer that more than 50 percent of any unit wanted the union. In other cases, elections were held by secret ballot to determine the representative. One case of unfair labor practice was listed. In this instance, an appeal was made over the decision of the wage officer but the ruling was upheld by the appeal board.

Office of Veterans Affairs

The Office of Veterans Affairs made 2,473 contacts with veterans, servicemen, dependents of veterans and servicemen, representatives of Government Agencies and other persons interested in the affairs of veterans and their dependents.

Finances

Total obligations of the Department of Agriculture and Labor amounted to \$166,818.07.

Department of Education

The Department of Education is responsible for the operation of four main divisions, namely: Administration, Educational Programs, Community Services and Miscellaneous Grants. During the fiscal year 1961, expenses for Administration were 6 percent of the total Education Budget; expenses for Educational Programs represented 81 percent of the Education Budget; Community Services, 8 percent; and Miscellaneous Grants, 5 percent.

Office of Administration

The Department experienced a turnover of two commissioners during the year. A commissioner resigned on September 30 to accept a position with the Federal Government. His successor resigned on April 30 to accept appointment as Director of Cultural Affairs and Higher Educational Programs for the islands. The stewardship of the Department was then assigned to the Assistant Commissioner of Education pending the appointment of a new commissioner.

Two elementary school contracts were awarded. The largest school to be constructed is a 32-classroom building, located on 10 acres of land at the Sugar Estate area in St. Thomas, adjacent to the Charlotte Amalie High School. The other new facility is an eight-room, two story elementary school building which will serve the Nisky area in St. Thomas, where children now attend school in the improvised facilities of a warehouse at the former submarine base in St. Thomas. The amount of the contracts for these two buildings is \$1,015,099. These schools should be occupied in September 1962. New elementary classrooms are urgently needed in St. Thomas.

Emphasis was continued on improving the management of funds in the business and accounting section. Refinements in accounting procedures were achieved, resulting in an improved control in the management of funds for the several divisions of the Department. It is believed that this latter accomplishment is significant because in an era of inflation the management of the "school dollar" to obtain the maximum of education for monies expended becomes a challenging responsibility of school administration.

A new administration building for the Department of Education headquarters in St. Croix was occupied. This facility should satisfy the space needs of that office. Availability of funds for the maintenance of buildings owned and operated by this department remains a most serious challenge. Adequate funds are required for the repair and preservation of all physical facilities.

Division of Educational Programs

Expenditures of the Government of the Virgin Islands for public educational programs have increased rapidly in recent years, reflecting a desire on the part of the Legislature and the Administration for increased support for public education. In 1958-59, the current expenditures per pupil in average daily attendance, averaged for the 50 States, were \$360 compared with \$217 in the Virgin Islands. For 1959-60, average current expenditures for the 50 States per pupil were \$369 compared with \$266 for the Virgin Islands. In 1960-61, the average in the 50 States was \$390 with \$326.18 expended per pupil

in the Virgin Islands for the same period. Within the next 5 years the Virgin Islands may be able to plan for annual current expenditures per pupil in public schools equal to the average pupil expenditure of the 50 States.

Elementary Schools

Four thousand nine hundred and thirty-three pupils were enrolled in the elementary schools in the 1960-61 school term, including 426 children attending kindergarten on a voluntary basis. One hundred and thirty-one teachers were assigned to elementary education programs. Since no new elementary school buildings or facilities were added, pupil-teacher ratios were too high in some buildings. Overcrowded elementary classrooms in Charlotte Amalie, St. Thomas, and in Christiansted and Frederiksted, St. Croix, produced the continuing problem of shortage of pupil desks and insufficient textbooks and teaching materials. During the second semester, however, additional pupil desks, textbooks and teaching materials were purchased.

Despite overcrowded classrooms and the attendant shortage of textbooks and supplies, there was an overall upgrading of curriculum and standards in elementary education programs.

This improvement of instruction and curriculum is attributed, in part, to equipment, materials and reference books obtained from National Defense Education Act funds.

All public school pupils from the first through the sixth grades were given standardized achievement and mental maturity tests. It is significant to note that of the 423 sixth graders from St. Thomas and St. John tested, 78 percent obtained achievement between 5.5 and 5.8 with the median score from this group being 6.4 or only 4 months less than the national norm, and this despite the fact that 63 percent of the elementary classroom teachers do not possess academic degrees. Programs for in-service training of these teachers were continued this year. Teachers, principals, and supervisors were selected to attend Virgin Islands Conferences such as the Guidance Institute and Mental Retardation Conference. Additionally, many of the nondegree elementary teachers continue to obtain extension courses credits through enrollment in the Hampton Institute Extension Program and branches of Catholic University of Puerto Rico, offering college level courses in St. Thomas and St. Croix.

The new administration quickly learned that the use of substandard physical facilities located on inadequate sites causes severe limitations in raising standards of instruction and improving the educational environment for teachers and pupils enrolled in these schools. Successful upgrading of curriculum and staff in the ele-

mentary schools will not be realized until the "teaching-principal" is eliminated in some schools and replaced by full-time, professionally trained elementary school administrators who would provide the leadership and energy required for classroom supervision, in-service training for teachers, and effective guidance for pupils.

Secondary Schools

During the past 3 years the rising tide of increased elementary enrollment has inundated the high schools of the islands with seventh graders. Overcrowded secondary schools have produced provoking problems affecting schedules, curriculums, and recruitment of qualified teachers. Two thousand one hundred and ninety-nine pupils were enrolled in public secondary schools. With an enrollment of 1,411 pupils at the Charlotte Amalie High School in St. Thomas, the normal capacity of this school being 900, it was necessary to schedule seventh and eighth graders on an interlocking or double shift program. This double shift program caused strain on teachers and facilities.

When the new elementary school on Sugar Estate in St. Thomas is completed and occupied, all seventh graders from the Charlotte Amalie High School will be transferred to this new facility to relieve some of the overcrowding at Charlotte Amalie High School.

Failure to recruit enough qualified secondary school teachers threatened the ability of the Department to improve and strengthen instruction to necessary and desired standards. There are several reasons for this teacher recruitment failure. First, the high cost of living in the Virgin Islands. Second, certification standards for degree teachers do not require certain undergraduate courses and no supervised experience or training in practice-teaching. Third, because of these explanations, recruitment of academic teachers too frequently becomes a matter of availability and not suitability. Fourth, certification of inexperienced and untrained teachers, often assigned to teach other than in their major fields, causes an unusually high turnover of the secondary staff, with mid-year resignations creating manifest problems.

Despite pupil overcrowding and failures in teacher recruitment, the standards of education in the high schools have shown marked improvement. Large sums were expended for textbooks, equipment, and teaching aides. A unified curriculum for the high schools is nearing reality. Courses of study guides are being developed to reflect goals for improved instruction and upgraded curriculum. From funds made available under the National Defense Education Act, instruction in science, mathematics, and foreign languages has been strengthened, and guidance programs from counseling and testing have been made available to the majority of students.

Since book collections in the high school libraries are inadequate, use of these facilities is minimal. Priority has been given, due to fund limitations, to procurement of much needed textbooks and instructional materials; thus, funds for the purchase of library books have not been available. However, with the recent acquisition of new and modern equipment and materials for science, mathematics, and foreign languages under the National Defense Education Act, and with the purchase of new and modern textbooks, for these subject areas, it is mandatory that our school libraries contain modern reference books. It is planned to allot adequate funds for Title III, National Defense Education Act, during the coming year, to acquire reference books in science, mathematics, and foreign languages which will be suitable for high school library purposes.

Vocational Education

Three types of Vocational Education Training Programs were offered: the in-school program, the adult all-day program, and the evening school program. In the in-school program, as part of the comprehensive high school curriculum, courses offered at the Charlotte Amalie High School included automotive mechanics, carpentry, commercial sewing, electricity, home economics, masonry, and plumbing. At Christiansted, courses offered were automotive mechanics, agriculture, electricity, home economics, masonry and plumbing. At Frederiksted, courses included home economics and agriculture.

The adult all-day program offered courses in practical nursing in St. Thomas for the second year, and in St. Croix for the first time. The Practical Nursing Course graduated one group of 11 and started training another group of 13 in St. Thomas. In St. Croix training of a group of 15 students was begun.

Evening school courses were offered as unit courses for adults and out-of-school youths. In St. Thomas, these courses were offered: Consumer education, foods and nutrition, sewing for the home, home improvements, mathematics for the building trades, blueprint reading for the building trades, and automobile mechanics. In St. Croix, courses offered were consumer education, foods and nutrition, sewing for the home, home improvements, and pipe fittings and plumbing. Vocational training for adults included hotel training, agriculture, home economics, including clothing, consumer education, and diet therapy; and trades and industry, including mathematics for the trades, blueprint reading for the trades, and preparatory plumbing.

Enrollment for the in-school program totaled 354 trainees; there were 43 graduates from the in-school program of vocational training in St. Thomas and 10 from St. Croix.

National Defense Education Act

The Department of Education received \$56,175.62 in Federal matching funds under Public Law 85-864 and earned \$83,130.93 of Federal nonmatching funds under Public Law 874. These Federal funds were used to improve and strengthen education programs. Forty thousand dollars worth of much needed materials and equipment for mathematics and science programs were acquired for both the elementary and secondary levels. A special outside consultant was employed to evaluate the adequacy of the mathematics program from grades 1 through 12. A speech laboratory for foreign language instruction was installed at Charlotte Amalie High School and at the Christiansted High School. The equipment for these laboratories is of a quality and design comparable to speech laboratories found in better American colleges and universities.

Institutes and conferences on the mainland, sponsored by the U.S. Office of Education, on foreign languages, mathematics and science teaching were attended by teachers as a part of in-service training program to upgrade the instructional staff. Plans have been made to recruit an outstanding science consultant to evaluate the adequacy of the entire science program.

Guidance and testing under Title V Program of the National Defense Education Act was started. Prior to the beginning of the program, guidance activities in the public secondary schools were carried on by 2 vocational guidance counsellors, who attempted to serve 1,783 students. The number of counsellors serving public secondary schools has increased to 4, and guidance services have been extended to 3 public secondary schools and 3 combination elementary-junior high schools, serving 2,198 students. In addition to an increase in the number of counsellors, a testing program has been initiated.

During the year, 1,999 students in the public secondary schools were tested out of a total of 2,198. Under Title 10 of the National Defense Education Act, for the first time in 17 years, the system of public attendance accounting was completely modernized, and a new teacher school and attendance register developed, printed and placed in use.

Division of Community Services

Libraries and Museums.—Progress was favorable in the activities of the Bureau of Libraries and Museums. Many new volumes were added and processed for all branches of the system. Of these additions, many have been gifts from friends on the islands and abroad.

The Photo-Duplication Laboratory continues to serve Government agencies, having completed the records of the St. Thomas Tax Assessor's Office and the records of the Reassessment Study Project, and

is presently working on the records of the St. Croix Tax Assessor's Office.

The Special Collection of Caribbean Material is rapidly growing. It is widely used by residents and visitors, and many reference questions to be answered from this collection are continuously received.

Public Recreation.—The program sponsored by the Bureau of Public Recreation has shown marked improvement in the areas of sports, general recreation, school programs, facilities, regulations and policies, personnel and budget. The assignment of recreation aides on a part-time, 12-month basis has given proper supervision of programs for the entire year. Recreation leaders assisted in the elementary schools with recess activities.

Vocational Rehabilitation.—During the year, 29 new cases were referred for Vocational Rehabilitation service which, when added to the 62 cases remaining from last fiscal year, make a total of 91 cases in referred status. Of these, 27 cases were determined likely to profit from Vocational Rehabilitation services and were added to the active caseload. There were 81 cases actually receiving some type of Vocational Rehabilitation service. Twenty-one cases were closed as rehabilitated—that is, they received Vocational Rehabilitation services and were placed on jobs commensurate with their abilities and interests.

Other Activities.—For the first time in the history of the islands, a Sheltered Workshop for the Aged and Chronically Ill will be established, and has been made possible through a grant from the Federal Office of Vocational Rehabilitation. It will serve as a training and evaluation center for the aged and chronically ill.

Teachers employed in public schools, Virgin Islands (including vocational and kindergarten programs)

| Year : | Total |
|---------------|-------|
| 1956-57 ----- | 207 |
| 1957-58 ----- | 214 |
| 1958-59 ----- | 228 |
| 1959-60 ----- | 242 |
| 1960-61 ----- | 255 |

Expenditures by years (1955-61, inclusive), Virgin Islands

| Year : | Total |
|---------------|-------------------|
| 1955-56 ----- | \$1, 180, 397. 94 |
| 1956-57 ----- | 1, 107, 254. 32 |
| 1957-58 ----- | 1, 286, 009. 36 |
| 1958-59 ----- | 1, 540, 727. 21 |
| 1959-60 ----- | 2, 049, 619. 15 |
| 1960-61 ----- | 2, 623, 131. 71 |

Average cost per pupil (1955-61, inclusive), Virgin Islands

| Year : | Total |
|--------------|-----------|
| 1955-56..... | \$141. 00 |
| 1956-57..... | 137. 30 |
| 1957-58..... | 151. 84 |
| 1958-59..... | 216. 97 |
| 1959-60..... | 266. 00 |
| 1960-61..... | 326. 18 |

Average annual salaries of teachers according to certification and assignments, Virgin Islands, 1960-61

Certification and assignments :

| | Salary |
|--|----------|
| Master's degree..... | \$4, 958 |
| College 4-year..... | 4, 164 |
| College 3-year..... | 3, 719 |
| College 2-year..... | 3, 203 |
| College 1-year..... | 2, 571 |
| Senior high school..... | 2, 367 |
| Special service—vocational..... | 4, 084 |
| Special class A..... | 4, 405 |
| Second class teachers and other special service..... | 2, 340 |
| Elementary and kindergarten teachers..... | 3, 502 |
| High school teachers..... | 4, 344 |
| Supervisors..... | 6, 197 |
| Average salary per teacher..... | 4, 153 |

Average annual salary per teacher by years, Virgin Islands

| Year : | Salary |
|--------------|--------------|
| 1955-56..... | \$2, 821. 32 |
| 1956-57..... | 3, 075. 48 |
| 1957-58..... | 3, 167. 76 |
| 1958-59..... | 3, 514. 08 |
| 1959-60..... | 3, 455. 04 |
| 1960-61..... | 4, 152. 94 |

Teacher training (including vocational)

| | |
|--------------------------------------|-----|
| College graduates..... | 129 |
| Normal school (2 years or more)..... | 66 |
| Less than 2 years of college..... | 23 |
| Other..... | 37 |
| Total..... | 255 |

Miscellaneous data

| | 1956-57 | 1957-58 | 1958-59 | 1959-60 | 1960-61 |
|---------------------------------------|---------|---------|---------|---------|---------|
| Number of schools: | | | | | |
| Public (including kindergartens)..... | 28 | 28 | 29 | 29 | 28 |
| Parochial..... | 7 | 8 | 10 | 10 | 10 |
| Private..... | 5 | 5 | 4 | 4 | 4 |
| Total..... | 40 | 41 | 43 | 43 | 42 |
| School enrollment: | | | | | |
| Public..... | 6,192 | 6,391 | 6,466 | 6,849 | 7,132 |
| Parochial..... | 2,032 | 2,077 | 2,185 | 2,534 | 2,611 |
| Private..... | 380 | 228 | 170 | 232 | 302 |
| Total..... | 8,604 | 8,696 | 8,821 | 9,615 | 10,045 |
| Public school enrollment: | | | | | |
| Kindergartens..... | 324 | 312 | 392 | 422 | 426 |
| Grades 1 through 6..... | 4,022 | 4,122 | 4,098 | 4,229 | 4,507 |
| Grades 7 through 12..... | 1,846 | 1,957 | 1,976 | 2,198 | 2,199 |
| Total..... | 6,192 | 6,391 | 6,466 | 6,849 | 7,132 |

1960-61 public school attendance and membership

| | |
|---|-------|
| Average daily attendance..... | 6,425 |
| Average daily membership..... | 6,933 |
| Average pupils per classroom teacher..... | 33 |
| Rural elementary..... | 37 |
| Urban elementary..... | 42 |
| High school..... | 32 |

Disposition of funds by source and activity

| | |
|---|----------------|
| General fund regular programs and activities..... | \$1,624,751.00 |
| Matching fund appropriation..... | 130,260.00 |
| Total..... | 1,755,011.00 |
| Special funds: | |
| Rural libraries extension..... | \$20,813.89 |
| Vocational rehabilitation..... | 49,676.71 |
| Vocational education..... | 219,609.85 |
| School lunch fund..... | 307,903.53 |
| National defense education..... | 143,444.12 |
| Special Federal grants to education..... | 126,672.61 |
| Total special funds..... | 868,120.71 |
| Total funds available for the fiscal year..... | 2,623,131.71 |

Department of Finance

For the sixth consecutive fiscal year, revenues and receipts collected during the fiscal year 1961 set new record highs.

As of June 30, 1961, the balance of cash in the treasury of the Virgin Islands amounted to \$12,137,313.53 distributed as follows:

| | |
|---|-------------------|
| General fund..... | \$1, 062, 087. 16 |
| Federal appropriation matching single "i" fund..... | 4, 722, 221. 73 |
| Federal appropriation essential public projects double "i" fund.... | 3, 587, 280. 05 |
| Special fund..... | 1, 282, 213. 51 |
| Enterprise and revolving fund..... | 430, 139. 89 |
| Agency fund..... | 41, 686. 83 |
| Trust and legacy fund..... | 186, 943. 83 |
| Special deposits fund..... | 824, 709. 84 |
| Payroll fund..... | 30. 69 |
| <hr/> | |
| Total..... | 12, 137, 313. 53 |

The General Fund

At the close of the fiscal year, the general fund, the principal operating fund of the Government, showed a cash surplus of \$354,623.76 over known obligations of \$699,624.57 and adjustments to surplus of \$17,838.83 amounting to a total of \$707,463.40. This is the fifth consecutive year that there has been sufficient money in the general fund to finance operations of the Government at the beginning of the fiscal year without recourse to deficit financing.

Cash balances in the Federal appropriation matching single "i" fund and the Federal appropriation essential public projects double "i" fund, as well as the various other special and nonbudgetary funds, also showed surpluses. The high level of income reached established a new high in fiscal year 1961.

General fund revenues collected amounted to \$8,768,163.83, an increase of \$1,497,055.80, or 20.59 percent over adjusted revenues for fiscal year 1960 of \$7,271,108.03.

Principal sources of revenues and receipts were (a) taxes, (b) customs duties, (c) income from Government operations and services, (d) miscellaneous Government receipts, and (e) the Federal Government's matching fund contributions. Of the total amount of \$8,768,163.83 collected as revenues and receipts, taxes amounted to \$8,361,751.88, or 95.36 percent, and Government service operations and miscellaneous revenues and receipts to \$406,411.95, or 4.64 percent.

Of the \$8,361,751.88 total collected for taxes and revenues, income tax amounted to \$5,619,721, or 67.21 percent; taxes on businesses

either direct or indirect, and personal, amounted to \$1,901,798.82, or 22.75 percent; customs duties, \$431,780.70, or 5.16 percent; real property taxes, \$348,174.57, or 4.16 percent, and other miscellaneous revenues, \$60,276.79, or 0.72 percent.

Road Fund

This fund was established in 1957 by legislative enactment which provided that all taxes upon the sale of gasoline and all fines imposed by the courts for violation of traffic laws should be deposited therein. During the fiscal year, revenues collected and deposited into the Road Fund amounted to \$235,556.58, an increase of \$12,890.40, or 5.79 percent over that of fiscal year 1959. Of this amount, \$212,001.58 represented collections from taxes on the sale of gasoline, and \$23,555 from the collection of fines imposed for violation of traffic laws. No contribution was made to the fund this fiscal year from the general or any other fund.

Marine and Aviation Fund

The Marine and Aviation Fund was established in October 1960 by legislative enactment which provided that all revenues and receipts collected from activities applicable to the harbors and airports of the Virgin Islands be deposited into this fund. The legislative enactment also provided for an original grant of \$25,000 to the Marine and Aviation Fund from the General Fund, and the transfer of unobligated balances of allotments from the appropriations made to the Alexander Hamilton Airport and the Harbor Division of the Public Works Department totaling \$100,804.

In addition to the original grant and transfers, revenues and receipts collected into the Marine and Aviation Fund during fiscal year 1961 amounted to \$140,503.41, while expenditures for the same period amounted to \$101,283.41. The fund is used for the operation of harbors and airports owned by the Territorial Government within the Virgin Islands.

Federal Matching Funds

Contributions by the Federal Government of matching funds for the fiscal year based on fiscal year 1960 net revenues as certified by the Government Comptroller of the Virgin Islands amounted to \$6,494,-445.33, an increase of \$1,576,493.18, or 32.06 percent over matching funds received during the previous fiscal year.

Revenues collected during fiscal year 1961, on which the net revenues as certified to by the Comptroller are based, amounted to \$8,704,868.

Of this amount collected, \$7,817,779.79 represented revenues applicable to the general fund; \$322,853.94 represents collection of revenues applicable to the Special Fund (including the amount of \$235,556.58 deposited to the Road Fund) and \$564,234.27 represented collection of revenues applicable to the Special Deposit Fund.

Federal Contributions

During the fiscal year, the Federal Government's contributions to grant-in-aid programs, and other programs, amounted to \$1,096,191.50, an increase of \$256,948.21, or 30.62 percent over the previous fiscal year.

Government Expenditures

Of the total amount of \$15,494,474.74 expended by the Government for its operations, \$8,500,366.37 was from the General Fund; \$2,470,730.34 from the Federal Appropriation Single "i" Matching Fund; \$911,397.65 from Federal Appropriation Essential Public Projects Double "i" Fund, and \$3,611,980.38 from special and other non-budgetary funds.

Of the total \$15,494,474.74 expended, \$7,526,550.84, or 48.57 percent, was for payrolls; \$5,365,281.52, or 34.63 percent for all other general and operating expenses, and \$2,602,642.38, or 16.80 percent for essential public projects; \$3,017,728.35, or 19.48 percent for health services; \$2,472,378.48, or 15.95 percent for educational services; \$1,982,040.95, or 12.79 percent for regular public works; \$697,610.37, or 4.50 percent for public safety; \$1,092,487.78, or 7.05 percent for welfare services; \$197,869.41, or 1.28 percent for legislative services; \$397,625.56, or 2.57 percent for commerce; \$2,664,392.33, or 17.20 percent for essential public projects; \$192,687.06, or 1.24 percent for tax incentive subsidies; and \$2,779,654.45, or 17.94 percent, for all other administrative and executive agencies and activities of the Government.

On June 30, 1961, there were unliquidated obligations outstanding (obligations incurred during fiscal year 1961 to be liquidated during fiscal year 1962) totaling \$4,103,134.86, and distributed as follows:

| | |
|---|------------------------|
| General fund..... | \$483, 232. 26 |
| Federal appropriation matching single "i" fund..... | 1, 795, 554. 65 |
| Federal appropriation essential public projects double "i" fund.... | 1, 485, 259. 75 |
| Special fund..... | 326, 727. 34 |
| Enterprise and revolving fund..... | 12, 360. 86 |
| Total..... | 4, 103, 134. 86 |

Department's Operations, Programs and Policies

Improvements and progress continued in the functioning of the Department, as a whole, during the fiscal year 1961 despite the drawbacks of inadequate space and high rate of personnel turnover.

The electronic accounting and data processing equipment is now in full operation, and continues to contribute greatly to the efficiency of the Department. Its operations now cover the drawing of checks for all payrolls and general disbursements; maintenance of all treasury bank accounts and disbursing accounts, as well as payrolls and social security records.

During the fiscal year the functions of the electronic accounting and data processing section were expanded to include the preparation of all budgetary and accounting records for the Department of Finance and certain selected activities of the Government.

During the fiscal year steps were undertaken to improve and expand the function of the Internal Audit Section. The section has now been reorganized on a divisional basis with a deputy commissioner placed in charge thereof. The change from decentralized to centralized accounting and the requirements for preaudit and examination of vouchers prior to payment will require greater participation in this phase of operations by the audit division, and all provisions are being made to assure a proper fulfillment of its duties and responsibilities in this respect. Recruitment and retention of audit personnel still continue to be a problem, but plans for fiscal year 1962 to provide for increases in salary compensation to attract and retain qualified personnel, not only in this division, but within the department as a whole should solve this difficult problem.

Expenditures for operating the Department of Finance and its related activities were:

| | |
|---------------------------------|---------------|
| Office of the commissioner..... | \$67, 628. 78 |
| Division of accounting..... | 81, 105. 34 |
| Division of treasury..... | 140, 694. 58 |
| Division of tax..... | 110, 057. 38 |
| Internal audit section..... | 18, 460. 51 |
| <hr/> | |
| Total finance..... | 417, 946. 59 |
| Alcohol control board..... | 10, 604. 55 |
| Banking board..... | 3, 108. 00 |
| <hr/> | |
| Grand total..... | 431, 659. 14 |

Comparative statement of revenues, fiscal years 1954-61

| Source of revenue | General fund | | | | | | |
|---|------------------|------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| | 1954 | 1955 | 1956 | 1957 | 1958 | 1959 | 1960 |
| Taxes: | | | | | | | |
| Real property taxes..... | \$211,300 | \$230,611 | \$218,210.47 | \$268,632.28 | \$278,587.49 | \$276,349.18 | \$372,724.81 |
| Income taxes..... | 915,045 | 1,059,632 | 1,549,309.68 | 1,863,494.09 | 2,239,414.96 | 3,054,223.06 | 4,329,017.86 |
| Inheritance taxes..... | 6,208 | 15,865 | 3,721.26 | 13,489.47 | 13,304.82 | 37,960.44 | 23,011.19 |
| Stamp taxes..... | 26,003 | 54,017 | 4,821.25 | 35,178.60 | 30,498.17 | 87,151.92 | 71,495.93 |
| Trade, excise and gross receipts taxes..... | 659,558 | 885,308 | 393,686.24 | 609,232.82 | 719,961.74 | 886,513.22 | 1,185,743.54 |
| Transportation taxes..... | 22,752 | 30,498 | 12,562.24 | 222,008.00 | 284,000.00 | 284,000.00 | 431,780.70 |
| Customs duties..... | 63,756 | 80,998 | 157,533.88 | 102,592.54 | 260,227.93 | 269,747.30 | 331,377.55 |
| Licenses, fees, and permits..... | 56,692 | 66,935 | 43,533.88 | 102,592.54 | (1) | (3) | --- |
| Automobile licenses..... | 56,504 | 66,921 | 63,636.66 | 87,590.77 | (1) | (3) | --- |
| Amusement taxes..... | 50,224 | 2,826 | 1,428.11 | 7,123.71 | (3) | --- | --- |
| Gasoline taxes..... | 93,236 | 107,771 | 110,299.66 | 152,716.69 | (3) | --- | --- |
| Corporation franchise tax..... | --- | --- | --- | --- | 15,264.12 | 4,518.00 | 16,702.62 |
| Fines, forfeits, and penalties..... | --- | --- | --- | --- | 355.94 | 29,155.49 | 39,549.03 |
| Interest on government funds..... | --- | --- | --- | --- | --- | 548.44 | 100.68 |
| Total taxes and revenues..... | 2,121,149 | 2,290,371 | 2,553,993.85 | 3,422,925.97 | 3,872,616.17 | 4,940,167.05 | 6,856,723.24 |
| Other income: | | | | | | | |
| Court costs, fees, and charges..... | 33,320 | 29,204 | 38,932.38 | 18,299.62 | 10,533.69 | 10,403.50 | 42,962.40 |
| Wharfage and ship fees..... | 37,665 | 36,910 | 26,713.00 | 31,358.50 | 31,857.75 | 32,155.00 | 39,153.50 |
| Medical service fees..... | 53,707 | 68,334 | 80,245.62 | 66,932.69 | 70,740.85 | 72,154.34 | 75,941.15 |
| Sanitary service fees..... | 5,427 | 6,436 | 16,097.05 | 20,237.89 | 30,150.88 | 27,855.02 | 32,881.10 |
| Water supply system..... | --- | --- | --- | 69,736.18 | 97,897.39 | 91,818.90 | 103,916.63 |
| Miscellaneous receipts..... | 103,482 | 348,873 | 195,793.23 | 55,573.61 | 47,592.54 | 50,024.03 | 100,289.92 |
| Total other income..... | 233,501 | 489,757 | 357,781.23 | 262,158.49 | 288,773.10 | 284,410.79 | 395,144.70 |
| Grand total revenues..... | 2,354,650 | 2,780,128 | 2,911,775.08 | 3,685,084.46 | 4,161,389.27 | 5,224,577.84 | 7,251,867.94 |
| Total taxes and revenues..... | 2,121,149 | 2,290,371 | 2,553,993.85 | 3,422,925.97 | 3,872,616.17 | 4,940,167.05 | 6,856,723.24 |
| Other income: | 233,501 | 489,757 | 357,781.23 | 262,158.49 | 288,773.10 | 284,410.79 | 395,144.70 |
| Grand total revenues..... | 2,354,650 | 2,780,128 | 2,911,775.08 | 3,685,084.46 | 4,161,389.27 | 5,224,577.84 | 7,251,867.94 |

1 In licenses.

2 In trade taxes.

3 In road fund.

Department of Health

The unique position of the Department of Health of the Virgin Islands, among other Departments of Health in the several States and territories, needs to be emphasized. The statement which has appeared so often in previous reports that the Department of Health in the Virgin Islands is the only truly integrated Department of Health under the American Flag, needs to have its true import reemphasized. The full meaning, of course, is that wherein Departments of Health elsewhere are primarily concerned with those aspects of the health problem which are commonly referred to as Public Health, the Virgin Islands Department of Health is concerned also with the hospital and medical care of the population of the islands, in addition to veterinary care.

During the past 7 years, the Health Department expenditures have increased about 250 percent. A small part was due to the inclusion within the Department of a Division of Veterinary Medicine, not previously included. By far, however, the bulk was necessitated by personnel salary increases. This relatively large increase has been brought about chiefly by the unrealistically low salaries formerly paid, and equally by the fierce competition which now exists generally for the securing of the services of trained professional and technical personnel. Another major, but as yet incompletely met, cause has been the increase in the demand for medical and hospital services over the past several years. To take but two examples, the number of outpatient visits in St. Thomas has shown a 33 percent increase during the fiscal year 1961 as compared with the previous fiscal year, and the number of emergency visits has increased 50 percent. These increases, expected to continue, place a heavy burden on the existing staff, and they make it mandatory to have careful, adequate and realistic planning to provide services when needed, to avoid a breakdown due to overloading.

Other important reasons for these increases have been the necessary efforts to improve the quality of the medical care being rendered. Included here would be the services of such personnel as did not exist before; for example, resident or house physicians to provide around-the-clock service at the hospitals, anesthesiologists to provide obviously necessary functions, radiologists to provide equally obviously needed functions, a pathologist, and other specialists. Add to these the necessity for supporting personnel such as trained medical librarians, and around-the-clock nursing supervisors, and it becomes clear that the cost of adequate medical care comes very high in the Virgin Islands.

It should be pointed out emphatically that the era has passed when the Virgin Islands could be referred to as an isolated area. With airplanes serving the islands dozens of times daily, and with longer nonstop services by jet aircraft in the offing, adequate steps must be taken to prevent the introduction and spread of disease from the outside. The freedom from certain diseases which the islands have enjoyed in the past may at any time be rudely shattered by the introduction from the outside of any such disease.

The long-awaited annex to the Charles Harwood Memorial Hospital now nears completion and should be ready for occupancy during the first months of the new fiscal year. Detailed plans are in process for much needed expansion to the Knud-Hansen Memorial Hospital in St. Thomas and should reach the stage within the next few months where definite sums could be requested from the Legislature to begin this project. Formula rooms in both the Knud-Hansen Memorial Hospital and the Charles Harwood Memorial Hospital are being completed, and new diagnostic X-ray facilities at the Knud-Hansen Memorial Hospital are being installed. A new diagnostic X-ray has been installed at the Frederiksted Clinic and a new and much needed standby electric generating plant has been installed at the Charles Harwood Hospital. New and adequate cold storage facilities have been installed at the Knud-Hansen Memorial Hospital, and are being installed at the Charles Harwood Memorial Hospital. On the less satisfactory side, there has been the slowdown in the maintenance program because of a lack of funds. Shortage of funds has also resulted in a delay in starting and completing many of the planned improvements at the several hospitals.

Boards and Commissions

The new Board of Nurse-Midwife Examiners was organized. The Board reports that there are 19 practicing nurse-midwives in the islands. A license was granted to one nurse-midwife. The Board of Nurses Registration and Nursing Education licensed 13 registered professional nurses and issued 13 practical nurse licenses. The Board of Dental Examiners issued three licenses. The Board of Pharmacy issued 1 license; the Board of Veterinary Examiners issued 1 license; and the Board of Medical Examiners issued 9 licenses as well as temporary licenses to 10 physicians on the staff of the Government of the Virgin Islands.

Bureau of Vital Records and Statistical Services

During the calendar year there were 1,180 live births, an increase of 50 over the record high of 1958 and of 72 in 1959. The birth rate

was 35.3 per 1,000 estimated population. The figures by islands are as follows: St. Croix, 530 live births with a rate of 35.1, a record for that island, the previous high being 495 in 1959; St. John, 22 live births with a rate of 22.6; St. Thomas, 628 live births with a rate of 36.2, also a record for that island, the previous high being 617 in 1958. In St. Croix, 93.2 percent of all live births occurred in hospitals; in St. John, 90.9 percent; and St. Thomas, 99.2 percent. For the Virgin Islands, this figure is 96.4 percent.

In contrast with the live birth picture there was almost no improvement in the mortality experienced during the year. There were 333 deaths in 1960 and a death rate of 10.0 per 1,000 estimated population, comparable to 1959 when there were 322 deaths and a death rate of 10.1. In St. Croix there were 164 deaths with a rate of 10.9 which was an increase over 1959 when there were 143 deaths and a death rate of 10.0. In St. Thomas there was a very slight decrease to 167 deaths with a rate of 9.6 against 169 deaths with a rate of 10.0 in 1959. There was a decrease in St. John where there were 2 deaths with a rate of 2.2 as compared with 10 deaths in 1959 with a rate of 11.8. The age distribution and leading causes of death are as follows:

Age distribution

| | Virgin Islands | |
|------------------------|----------------|------------|
| | Deaths | Percentage |
| Total..... | 333 | 100.0 |
| Under 1 year..... | 42 | 12.6 |
| 1-4 years..... | 10 | 3.0 |
| 5-14 years..... | 7 | 2.1 |
| 15-24 years..... | 14 | 4.2 |
| 25-44 years..... | 34 | 10.2 |
| 45-64 years..... | 63 | 18.9 |
| 65-74 years..... | 60 | 18.0 |
| 75 years and over..... | 100 | 30.0 |
| Age unknown..... | 3 | 0.9 |

Leading Causes of Death—Virgin Islands

| | Number | Rate | Percentage of all deaths |
|---|--------|-------|--------------------------|
| 1. Diseases of the heart..... | 75 | 224.4 | 22.5 |
| 2. Cerebral hemorrhage and other vascular lesions affecting central nervous system..... | 37 | 110.7 | 11.1 |
| 3. Arteriosclerosis..... | 29 | 86.8 | 8.7 |
| 4. Certain diseases of early infancy..... | 29 | 86.8 | 8.7 |
| 5. Accidents..... | 23 | 68.8 | 6.9 |
| 6. Malignant neoplasms..... | 21 | 62.8 | 6.3 |

During the year there were 39 infant deaths and an infant death rate of 33.0. This is an improvement over 1959 when there were 48 infant deaths and an infant death rate of 43.3. The number of 12

infant deaths for St. Croix for 1960 is the same as 1959, the infant death rate being 22.6, while the infant death rate for 1959 is 24.2. The St. Thomas figures are 27 with an infant death rate of 42.9 as compared with 35 infant deaths in 1959 and an infant death rate of 59.1. No infant deaths were reported for St. John. The leading causes of infant deaths for the Virgin Islands are as follows:

| | Number | Rate | Percentage of total |
|--|--------|------|---------------------|
| 1. Prematurity..... | 21 | 17.8 | 51.2 |
| 2. Pneumonia (including of newborn)..... | 5 | 4.2 | 12.2 |
| 3. Asphyxia and atelectasis..... | 4 | 3.4 | 9.8 |
| 4. Gastro-enteritis and colitis..... | 4 | 3.4 | 9.8 |

There were 59 fetal deaths in 1960 with a rate of 50.0 per 1,000 live births. This large statistical change in the reported 32 fetal deaths in 1959 is due to an increase in fetal deaths over 20 weeks gestation as well as to better reporting of fetal deaths under 20 weeks gestation in St. Thomas. No fetal deaths under 20 weeks gestation were reported for St. Croix.

No maternal deaths were reported during the year.

There was a substantial increase in marriages in 1960, and a slight decrease in divorces, marriage figures being 361 in 1960 as compared with 306 in 1959, and 135 divorces in 1960 as compared with 138 in 1959.

Adoption figures were 12 in 1960 compared to only 3 in 1959.

Bureau of Maternal and Child Health and Crippled Children's Services

There has been an increase in almost all the services rendered, and most of the clinics were conducted with a physician in attendance. Daily attendance at the general Pediatric Out-Patient Clinic showed a marked increase in St. Thomas.

Services under the Crippled Children's Program included diagnostic, medical, surgical, and corrective treatment provided by physician specialists. Attendance at these clinics has been very good, especially in the Orthopedic and Ophthalmology Clinics. Two public health nurses, employed to serve in the Crippled Children's Program, were responsible for most of the nursing care to crippled children.

Several referrals were made from the Bureau of Mental Health for electro encephalogram tests in Puerto Rico. The services of a psychiatrist were made available to patients on the Crippled Chil-

dren's Registry. A speech-audiologist was added to the staff of specialists and speech therapy clinics were conducted once monthly in each island.

Services of a medical social worker were secured on a part-time basis. Two resident ophthalmologists served the Crippled Children's Clinics, one in each island. Clinics were held regularly and nearly all eye surgeries were performed locally instead of sending patients to Puerto Rico.

The Cardiac Clinic nurse in St. Thomas had a month's observation of a cardiac program at St. Peter's General Hospital in New Jersey.

A pediatric nurse from St. Croix received a 6-month course in pediatric nursing at the Johns Hopkins Hospital in Baltimore, Md.

Travel arrangements were made for 30 children to travel to Puerto Rico and the United States for medical services which were not available in the Virgin Islands. The number of children needing off-island medical care has greatly increased.

Bureau of Business Management

The Bureau of Business Management was able to mechanize the central storeroom on the island of St. Thomas, and plans are underway for doing the same thing on St. Croix after the clinical annex and laboratory building are completed. Total employees in the Department of Health at the end of the fiscal year was 485.

Division of Hospitals and Medical Services

A crash program of maintenance continued into this year, resulting in the correction of most of the ugliest physical defects.

When the present facilities in the Virgin Islands were planned, a ratio of 4½ beds per thousand population was made the basis of the construction. For many years, with the listed population of approximately 26,000, the bed capacity in the Virgin Islands seemed adequate despite the realization of those who worked in the facilities that this was not true. The 1960 census shows approximately 33,000 inhabitants in the islands. Adding to this a few thousand nonresident alien workers and that portion of the more than 200,000 visitors who become sick on their visits to the islands, the bed capacity in the Virgin Islands is completely inadequate to meet the needs. Additionally, it has not been generally accepted that the proportion of 4½ beds per thousand properly refers to acute general beds and not to the type of all purpose beds which the hospitals in the Virgin Is-

lands must offer, and with no beds in current and long-term illness to supplement the acute general beds, the $4\frac{1}{2}$ per thousand figure becomes completely unrealistic. Now that additional outpatient facilities have been provided for the hospital in Christiansted, the two most pressing needs are expansion of bed capacity for the Knud-Hansen Memorial Hospital in St. Thomas and a similar expansion of bed capacity for the Charles Harwood Memorial Hospital in St. Croix.

During the year, a dietitian was appointed for the Knud-Hansen Memorial Hospital, and at year's end one was appointed for the Charles Harwood Memorial Hospital in St. Croix. The house staff of both hospitals was increased to three physicians each to provide better coverage. It is noteworthy that the quality of physicians recruited for the house staff has been very high. A laboratory supervisor was obtained for the Knud-Hansen Memorial Hospital. An ophthalmologist was appointed on the staff of the Knud-Hansen Memorial Hospital in St. Thomas, and he also serves as otolaryngologist for the islands. One class of practical nurses was employed by the Department of Health after graduation providing much needed help in that Department.

Almost any discussion of the problems facing the hospitals in the Virgin Islands center around difficulty in recruitment. However, during the past year, there have been some encouraging signs. The salary for nurses was increased from \$3,000 to \$3,900, and \$4,080, respectively, depending upon the possession of a B.S. degree. This has not proved to be as beneficial as was first thought, since it came at a time when salaries paid to nurses in the United States were also going up. However, it does form the basis for improvement and, with minor adjustments, should prove beneficial in recruiting nurses for the Virgin Islands. Actually, the problem in recruiting nurses seems to be one of sending larger numbers of Virgin Islanders away to study. For nonresident nurses recruited, the main problem is not that of salary but of adequate housing facilities. With the critical shortage of housing, the higher rentals discourage many of the potential recruits, and it is not uncommon to have them leave after 1 or 2 weeks of service.

After the salary and housing matter, a big obstacle for satisfactory recruitment has been the opportunity for improvement on the job and a relative lack of adequate professional contacts. This problem, however, is inherent in the fact that the Virgin Islands are small.

Statistical data on medical institutions—Virgin Islands

| | Charlotte Amalie | Christian- sted | Frederiksted | Herbert Grigg Home |
|--|---------------------|--------------------|--------------|-----------------------|
| Number of hospital beds..... | 125 | 60 | 12 | 120 |
| Number of bassinets..... | 25 | 10 | 4 | ----- |
| Maximum occupancy..... | 116 | 68 | 24 | 118 |
| Minimum occupancy..... | 64 | 26 | 4 | 106 |
| Average occupancy..... | 79 | 51 | 13 | 112 |
| Number of physicians..... | 12 | 9 | 3 | (¹) |
| Number of graduate nurses..... | 35 | 24 | 8 | 4 |
| Number of practical nurses..... | 28 | 7 | 4 | 1 |
| Number of nurse aides..... | 23 | 22 | 5 | ----- |
| Number of orderlies..... | 7 | 2 | ----- | ----- |
| Births in hospital..... | 641 | 357 | 140 | ----- |
| Deaths in hospital..... | 106 | 60 | 22 | 26 |
| Admissions to hospital..... | 3,078 | 2,208 | 608 | 50 |
| Sick days in hospital..... | 33,081 | 18,697 | 4,728 | 40,711 |
| Clinic visits..... | 20,703 | 15,789 | 10,188 | ----- |
| Major surgical cases..... | 274 | 245 | ----- | ----- |
| Minor surgical cases..... | 344 | 369 | 51 | ----- |
| Number of X-ray examinations..... | 4,339 | 6,229 | 288 | ----- |
| Number of stillbirths..... | 35 | 14 | 2 | ----- |
| Number of laboratory examinations..... | 55,991 | 14,823 | 7,508 | ----- |

¹ Part time.*Division of Public Health Services*

The full participation of the Virgin Islands in the world community, insofar as regards travel, poses many immediate public health problems. Attention should be devoted to the eradication of the *Aedes Aegypti* mosquito. Although diseases transmitted by this mosquito, such as dengue fever and yellow fever, are not endemic to the Virgin Islands, the potential danger exists and demand that immediate steps be taken. An *Aedes Aegypti* eradication program is now in effect and should be expanded.

Immediate and concentrated attention must be directed toward the elimination or reduction of the mongoose. It has been shown in other areas that the mongoose serves as a source of rabies. There are no cases of rabies in the Virgin Islands, but the possibility of introduction remains.

A complete reevaluation of the program of investigation of food handlers has been completed. It is noteworthy that with the great increase in the number of establishments handling food and drinks, no cases of disease transferred by food or drink and traceable to such institutions have been reported. For many years, it has been a legal requirement that all persons participating in the serving of food or drinks undergo physical examinations. During the past year these examinations have been reviewed and a better system of enforcement effected.

For the first time in the history of the islands a complete and thorough physical examination was given to most of the school children.

At the year's end about 25 percent of the children remained to be examined. When it is considered that there are almost 10,000 school children in the islands of a total population of 33,000, the public health importance of such an examination is immediately apparent. Physical defects found during such examinations are traced and the improvement in the general health should be remarkable. At the present time, close to 100 percent of the school children in the islands have been given at least three injections of the Salk vaccine. This program of immunization against poliomyelitis has proved to be particularly helpful in view of the severe epidemic of polio in one of the neighboring islands.

In the sanitation area, there has been considerable improvements during the past several months. The Government has set certain deadlines for the elimination of nightsoil removal in certain areas in the islands and the meeting of these deadlines will, if it can be accomplished, mark a milestone of progress in sanitation in the islands.

Herbert Grigg Home for the Aged

The Herbert Grigg Home for the Aged continues to be completely unsatisfactory. The basic problem here is that it is not primarily a hospital but, rather, a home for the aged and infirm. It should therefore be run as such, with one section staffed by the Department of Health for those who are ill.

The new administration has planned a vigorous assault on this problem, the first step being the expenditure of considerable sums of money for improvement of physical facilities. With the improvement of these facilities, it is planned to transfer the administration and operation of this institution from the Department of Health to the Department of Social Welfare, which has the facilities for institutional care of aged and infirm persons.

Bureau of Environmental Sanitation

In the city of Charlotte Amalie, only 46 percent of properties are connected to the public sewer system, in Christiansted, only 34.5 percent, and in Frederiksted, only 44.4 percent.

Target dates for the elimination of the nightsoil removal system and connecting to the public sewer system have been set; July 1, 1962, for the towns of Christiansted and Frederiksted, and December 31, 1962, for the town of Charlotte Amalie.

The potable water supply of both St. Thomas and St. Croix is checked once a week by the Bureau of Environmental Sanitation. One hundred and eighty-five restaurants, taverns, bars, hotels, and other eating and drinking establishments in St. Thomas receive

monthly inspections during the year. Seventeen similar places in St. John were inspected monthly, and 108 in St. Croix.

The garbage and refuse collection service, completely unsatisfactory in the past, has shown a definite improvement in the past few months. With the end of the fiscal year, arrangements were being made for the contracting for a garbage scow for the purpose of taking garbage in St. Thomas out to sea and eliminating the municipal dump.

Bureau of Laboratories

Development of physical facilities continued in this Bureau. Construction of a new laboratory in St. Croix will be completed by September 1961, and will provide twice the floor space that is presently occupied by the Christiansted Laboratory. In St. Thomas, the new physical facilities were occupied by the Bureau of Laboratories and Central Laboratory during the year. A total of 105,339 tests were performed in the three laboratories during the year as compared with 87,758 for the preceding year.

Bureau of Mental Health

Emphasis on the Mental Health program was placed on the problems of mental retardation. A mental health survey was held during the year by a team from the U.S. Public Health Service, but the results have not yet been reported. Members of the Bureau participated in seminars, workshops, and institutes on various topics of community interest, including juvenile delinquency, needs of the children of the Virgin Islands, differential diagnosis in psychiatry, and social work in mental health. The staff also participated in the Third Caribbean Conference for Mental Health. Eighteen mental patients were transferred to St. Elizabeths Hospital in Washington, D.C. A part-time clinical psychologist was added to the staff of the Bureau.

Bureau of Dental Health

The program consists of preventive, early detection and treatment of dental diseases in the preschool children and adults. Consultations to hospitalized cases and emergency dental services are also included in the total program.

The services conducted in the past fiscal year included dental screening of elementary and high school children, routine clinical examination and treatment, including X-rays, topical fluoride clinic and fluoridation, routine prophylactic treatments, and dental education.

Division of Veterinary Medicine

Disease Eradication.—The key to controlling blood parasitic diseases of cattle, Anaplasmosis and Piroplasmosis, is the eradication of

the vector *Boophilus Microplus*. The introduction of Toxophene 18 months ago as a cattle dip to augment the arsenic trioxide dipping program already in use is apparently successful. The residual effect of the new dip is more pronounced and of longer duration on the cattle. There is a pronounced decrease in ticks and disease incidence in treated herds. However, there are many small herd owners who do not have dipping vats, and whose cattle are infected with both diseases.

Two hundred and fifteen new cases of anaplasmosis were found primarily in the small herds where dipping programs are not rigidly followed. There were 59 cases of piroplasmosis reported.

All cattle in St. John, 60 percent of the cattle on St. Thomas, and 40 percent of cattle in St. Croix were retested for Brucellosis and

Statement of appropriations and/or allocations, Virgin Islands Department of Health, fiscal period July 1, 1960-June 30, 1961

| Source | Appropriations and/or allocations | Percentage of appropriations and/or allocations | Obligated and/or expended | Balance | Percentage of obligations and/or expenditures | Matching requirements |
|--|-----------------------------------|---|---------------------------|----------|---|----------------------------|
| General fund..... | \$1,278,708 | 0.403 | \$1,259,268 | \$19,440 | 0.4109 | |
| Internal revenues..... | 1,356,605 | .4276 | 1,348,023 | 8,582 | .4399 | |
| Maternal and child health, fund A..... | 71,256 | .0225 | 70,951 | 305 | .0232 | \$1 State for \$1 Federal. |
| Maternal and child health, fund B..... | 31,198 | .0098 | 30,924 | 274 | .0101 | None. |
| Crippled children's services, fund A..... | 71,116 | .02241 | 70,942 | 174 | .0231 | \$1 State for \$1 Federal. |
| Crippled children's services, fund B..... | 36,979 | .0117 | 36,612 | 367 | .0119 | None. |
| General health..... | 8,701 | .0027 | 8,539 | 162 | .0028 | \$1 State for \$1 Federal. |
| Veneral disease..... | 4,821 | .0015 | 4,742 | 79 | .0015 | Do. |
| Tuberculosis control..... | 8,380 | .0026 | 8,286 | 94 | .0027 | Do. |
| Mental health..... | 41,021 | .0129 | 30,295 | 10,726 | .0099 | Do. |
| Heart disease control..... | 6,409 | .0020 | 6,386 | 23 | .0021 | Do. |
| Cancer control..... | 6,245 | .0020 | 6,228 | 17 | .0020 | Do. |
| Private contributions (T)..... | 13,969 | .0044 | 5,938 | 8,031 | .0019 | |
| Private contributions (C)..... | 1,950 | .0006 | 898 | 1,052 | .0003 | |
| Water pollution..... | 3,936 | .0012 | 3,936 | ----- | .0013 | |
| Veneral disease, matching..... | 8,578 | .0027 | 8,576 | 2 | .0028 | |
| Tuberculosis, matching..... | 8,842 | .0028 | 8,842 | ----- | .0029 | |
| Mental health, matching..... | 32,051 | .0101 | 32,051 | ----- | .0105 | |
| Heart disease control, matching..... | 6,553 | .0021 | 6,553 | ----- | .0021 | |
| Cancer control, matching..... | 8,801 | .0028 | 8,801 | ----- | .0029 | |
| General health, matching..... | 8,427 | .0027 | 8,290 | 137 | .0027 | |
| Maternal and child health, matching..... | 29,057 | .0092 | 28,690 | 367 | .0094 | |
| Crippled children's service, matching..... | 37,271 | .0117 | 28,253 | 9,018 | .0092 | |
| Water pollution, matching..... | 2,135 | .0007 | 1,158 | 977 | .0004 | |
| Hospital construction..... | 64,848 | .0204 | 25,642 | 39,206 | .0084 | |
| Home care program, matching..... | 14,568 | .0046 | 14,567 | 1 | .0048 | |
| Medical practice fund..... | 10,313 | .0033 | 1,134 | 9,179 | .0004 | |
| | 3,172,738 | 100 | 3,064,525 | 108,213 | 100 | |

SUMMARY OF OPERATIONAL COST

| | |
|--|-------------|
| Gross operational cost..... | \$3,064,525 |
| Less assets: | |
| Cash—medical care..... | 247,544 |
| Cash—veterinary services and services of environmental sanitation..... | 2,431 |
| Accounts receivable..... | 305,387 |
| Less 40 percent of the amount that may be determined medically indigent..... | \$122,155 |
| | \$183,232 |
| Net operational cost..... | 433,207 |
| Per capita gross..... | 2,631,318 |
| Per capita net..... | 88.96 |
| | 76.38 |

Tuberculosis. No reactors were found. For all practical purposes, Brucellosis has been successfully eradicated.

Hog Cholera also seems to have been eradicated from St. Thomas and St. John and no cases were reported in St. Croix.

The present manner of slaughtering animals for most of the islands is completely unsatisfactory. The slaughterhouses in both Christiansted and Frederiksted are in such bad condition and so completely unsuited to the use for which they are put, that rushing construction of the new abattoir in St. Croix is a measure of paramount importance. A contract for a new abattoir for St. Croix was awarded during the year at a cost of \$161,698, and it is expected that it will be completed by March 1, 1962. The St. Thomas slaughterhouse facilities could be made satisfactory by the expenditure of approximately \$100,000.

Virgin Islands Department of Health hospital services, July 1, 1960-June 30, 1961

| Section and/or service | Account No. | Knud-Hansen Memorial Hospital | Charles Harwood Hospital | Fred-eriksted Clinic | Totals | Percent-age of gross revenues | Percent-age of accounts receivable |
|--|-------------|-------------------------------|--------------------------|----------------------|-----------|-------------------------------|------------------------------------|
| Room and board..... | 7703 | \$115,937 | \$157,844 | \$7,332 | \$281,113 | 52.9 | ----- |
| Operations..... | 7704 | 17,021 | 7,049 | 20 | 24,090 | 4.5 | ----- |
| Dental services..... | 7705 | 18,229 | 6,568 | 3,917 | 28,714 | 5.4 | ----- |
| Outside calls: | | | | | | | |
| 1. Doctors..... | 7706 | 108 | ----- | ----- | 108 | .020 | ----- |
| 2. Postpartum..... | 7707 | 6 | ----- | ----- | 6 | .010 | ----- |
| Drugs and medicines..... | 7708 | 29,040 | 20,859 | 8,369 | 58,268 | 11.0 | ----- |
| Physiotherapy..... | 7709 | 655 | 454 | ----- | 1,109 | .021 | ----- |
| X-ray services..... | 7710 | 10,286 | 12,908 | 522 | 23,716 | 4.5 | ----- |
| Ambulance services..... | 7711 | 126 | 677 | 254 | 1,057 | .20 | ----- |
| Laboratory services..... | 7712 | 26,915 | 14,358 | 2,620 | 43,893 | 8.3 | ----- |
| Examinations..... | 7713 | 20,341 | 8,780 | 3,771 | 32,892 | 6.2 | ----- |
| All other..... | 7714 | 10,571 | 19,959 | 5,764 | 36,294 | 6.8 | ----- |
| Gross revenues earned..... | 7702 | 249,235 | 249,456 | 32,569 | 531,260 | 100. | ----- |
| Free services..... | ----- | 177,771 | 205,023 | 26,654 | 409,448 | 77.1 | ----- |
| Net charges to accounts receivable..... | ----- | 71,464 | 44,433 | 5,915 | 121,812 | 22.9 | ----- |
| Total collections..... | ----- | 57,589 | 27,885 | 3,166 | 88,640 | 72.8 | ----- |
| Accounts receivable, June 30, 1961..... | ----- | 13,875 | 16,548 | 2,749 | 33,172 | 27.2 | 10.9 |
| Accounts receivable, June 30, 1960..... | ----- | 61,838 | 179,804 | 30,573 | 272,215 | ----- | 89.1 |
| Cumulative accounts receivable..... | ----- | 75,713 | 196,352 | 33,322 | 305,387 | ----- | 100.0 |
| Free services..... | ----- | 177,771 | 205,023 | 26,654 | 409,448 | ----- | ----- |
| Less payments made based on statistical information..... | ----- | 100,000 | 57,955 | 949 | 158,904 | ----- | ----- |
| Net free service..... | ----- | 77,771 | 147,068 | 25,705 | 250,544 | ----- | ----- |

Department of Property and Procurement

Division of Procurement and Supply

This Division put into use a new combined Requisition-Order-Invoice-Voucher form, with simplified features enabling the Division

to keep its work current and save considerably in time, effort, and money.

Essential Public Works Projects, formerly administered by the Federal Government, are now administered by the Government of the Virgin Islands. Construction contracts for St. Thomas totaled \$1,968,425; for St. Croix, \$1,807,386, and for St. John, \$15,644. Purchases, exclusive of "more or less" contracts, totaled \$2,307,099.

It has been found advantageous to maintain a stock of needed commodities which are in constant and adequate demand. Departments find it economically desirable to use the facilities of the central warehouse. A more effective service could be rendered by the central warehouse, with resultant economies, depending on an increased appropriation for the revolving fund on which this warehouse operates.

Property Division

Inventory control continued to be an important function of this Division. The need for precision in this field has been fully recognized and the Division, in conjunction and collaboration with the Office of the Comptroller for the Virgin Islands, is now engaged in developing a modern method of inventory control. It is expected that a complete inventory of public property will be taken during the coming fiscal year by teams under the Department of Property and Procurement, and will then be recorded and maintained on electronic equipment. A full inventory control should be in effect before the end of the year.

Land Division

Necessary changes of the Homestead Law resulted in a more equitable Homestead Program. Eighty-two allocations of homestead land, totaling a sales value of \$29,746, were made and 35 deeds were issued.

Home loans granted totaled \$167,800. More and more people are taking advantage of this program and it is expected that even greater use will be made of it since it is now possible to obtain loans for home improvements. However, by the end of the fiscal year, there remained very little money in the Home Loan Fund for this purpose.

Although the activity of the Price Control Program was confined to a weekly survey of retail prices, consideration has been given to ways and means to inaugurate a more effective system. Plans have been developed for adequate control and supervision of weights and measures.

In the rent control field, the Division conducted investigations, held hearings, made inspections of properties and counseled landlords and tenants concerning rent control matters.

On May 15, 1961, the District Court of the Virgin Islands rendered an opinion in a rent control case, finding as a fact that a public emergency resulting from the shortage of business accommodations no longer exists in the Territory of the Virgin Islands. This decision set aside a rent order and remanded the cause back to the Rent Control Officer for further hearing and investigation and for fixing a maximum rent which is fair and reasonable. The court gave an opinion that the Rent Control Law of the Virgin Islands urgently needs amendment to bring it into line with constitutional requirements and the realities of economic conditions existing in the Territory. A new Rent Control Law was prepared and submitted to the Legislature but has not been acted upon. It will be reintroduced at a later date.

Operating expenses in the Department of Property and Procurement were as follows:

| | |
|---|-------------|
| Office of the Commissioner..... | \$68,941.34 |
| Division of Procurement and Supply..... | 52,398.25 |
| Property Division..... | 65,487.14 |
| Land Division..... | 34,667.59 |
| Total | 221,494.32 |

Virgin Islands Housing and Urban Renewal Authority

The Board of Commissioners of this Authority which was comprised of 5 men from the time that the Authority was organized in 1950 was increased to a 7-man Board by legislation enacted during this year.

Considerable progress was achieved under the Public Housing Program and is today well accepted by all segments of the community. The Urban Renewal Program, which was started very recently, is still in the preliminary stage and it will be some time before the benefits of this federally-aided program can be appreciated by the community as a whole.

Recognizing the need for more adequate housing for low income families, the Authority is engaged in planning new projects totaling 480 units which, when combined with 564 units in the development stage, and the 530 units under management now, will constitute a fairly large federally-aided low-rent housing program. Under au-

thority granted by local law, the housing agency is making full use of assistance and benefits available from the Federal Government toward the partial solution of the acute housing problem with which families of low income in the Virgin Islands are faced. It is an accepted fact, however, that the Federal low-rent housing alone cannot provide adequate housing for all those in need. For this reason, the Government of the Virgin Islands is engaged in a local emergency housing program which is reported elsewhere in this annual report.

The Public Housing Program

During its 11 years of public service, the Authority has constructed three projects, one in each of the three principal cities of the Virgin Islands. In addition to these projects which total 420 dwelling units, the agency has renovated 110 apartments constructed under an older program which, together with the newly built projects, makes a total of 530 apartments now under management.

A large percentage of the tenants in public housing continue to pay rent of \$20 per month or less. The Federal Government, through the Public Housing Administration, contributes approximately two-thirds of the cost of public housing with the annual contribution amounting to a little more than \$2 for each \$1 derived from rentals. The turnover in public housing in the islands is very low. On the other hand, applicants are numerous and an already long waiting list grows daily. A large number of applicants have been found to be ineligible because of the very low maximum limits for admission.

Progress on the Ralph de Chabert Place in Christiansted, now under construction, is satisfactory. The Authority, however, is concerned over the slow rate of progress being achieved at the Oswald E. Harris Court in Charlotte Amalie.

The Authority obtained an allocation of 480 units to be divided into 4 projects with 200 units for the city of Christiansted 80 units for Frederiksted, and 200 units for Charlotte Amalie.

The Urban Renewal Program

The Authority has been engaged in preliminary planning work on three urban renewal projects, one in St. Thomas, one in Christiansted and one in Frederiksted, St. Croix. Whether the Authority will be able to proceed beyond the planning stage with its Urban Renewal Program will depend to a large extent on legislative action on a Zoning and Subdivision Code. Such a code is now in preparation and will be presented to the Legislature during the year.

The financial statement of the Authority for the year shows as follows:

| | |
|---|----------------|
| Operating expenses, all projects----- | \$113, 899. 67 |
| Capital expenditures----- | 18, 508. 63 |
| Provision for reserves----- | 1, 417. 97 |
| Interest and reduction of principal (includes bonds retired)----- | 286, 361. 06 |
| | <hr/> |
| | 420, 187. 33 |
| Income from tenants----- | 133, 826. 27 |
| | <hr/> |
| Deficit----- | 286, 361. 06 |
| Contribution from local Government body : | |
| Capitalized interest on bonds----- | \$9, 526. 56 |
| Federal contribution----- | 276, 834. 50 |
| | <hr/> |
| | 286, 361. 06 |

Department of Public Safety

Department of Public Safety operations continued to improve during the fiscal year 1961 despite an ever increasing workload throughout the divisions and activities. The largest and most thoroughly trained group of recruits attended rookie police school in St. Thomas.

Communications with all headquarters in the Virgin Islands now exist through a relay station. Standby electric generating equipment was installed in St. Thomas and radio equipment will continue to operate even during power outages. Similar installations are planned for St. Croix and St. John.

An information program was initiated in collaboration with a local television station. This program is designed to bring to the public, through panel discussion and visual aid materials, subjects of timely interest on the various facets of the Department's activities and to develop an awareness of the need for observance of law and accepted safety practices.

Bureau of Criminal Investigation

A Deputy Commissioner was added to the staff of the Department with the responsibility for coordinating the work of this bureau on an insular basis. The bureau reorganized its internal organization. Additional men were assigned to the investigation staff and promotions were made within the ranks. A position of Captain, Insular Chief of the Bureau of Investigation, was created and filled, thus maintaining supervision on an insular basis.

Patrol Bureau

The growth of the Virgin Islands in recent years has increased the need for a larger patrol force. While the strength of the uniformed force has increased, patrol bureau strength continues to fluctuate, mainly because it is a training and proving ground for all manpower of the division. The public has displayed an increasing respect for the officers assigned to this bureau. This can be attributed largely to the in-service training being received, particularly in public relations and in law enforcement techniques, and the attention paid to the caliber of the men.

Highway Patrol

An intensified campaign to provide more safety on the public highways was carried on throughout the year. As a result, the number of traffic accidents decreased from 922 for the previous year to 600 for the current year. The number of persons injured dropped from 238 to 229. However, despite this enforcement activity the number of insular deaths due to accidents increased from six in the previous year to eight in this fiscal year. A total of 121 drivers' licenses was suspended. The activity of the municipal judges in this area has been effective in that the hazardous drivers have been made to feel the pinch and other drivers now find it necessary to stay within the law.

Law Enforcement

The following figures show the activities of the police division as compared with the previous fiscal year:

| | 1959-60 | 1960-61 |
|--|---------|---------|
| Criminal cases reported—all Virgin Islands..... | 2,674 | 4,069 |
| (a) Handled by foot patrol bureau: | | |
| St. Thomas and St. John..... | 321 | 270 |
| St. Croix..... | 177 | 454 |
| (b) Handled by bureau of criminal investigation..... | 406 | 669 |
| (c) Traffic violations brought to court: | | |
| St. Thomas..... | 1,294 | 2,104 |
| St. John..... | 15 | 26 |
| St. Croix..... | 461 | 776 |

Marshal service to the Municipal Courts was provided on an average of 4½ days a week as follows:

| Documents served | St. Croix | St. Thomas |
|--|-----------|------------|
| Criminal summons..... | 2,632 | 6,658 |
| Civil summons..... | 582 | 2,026 |
| Writs of execution..... | 166 | 236 |
| Conciliations..... | 367 | 420 |
| Automobile liens..... | | 58 |
| Traffic summons..... | 675 | 1,300 |
| Warrant of arrest..... | 8 | 120 |
| Total..... | 4,430 | 10,818 |
| Business inspection prior to issuing licenses..... | | 259 |

| | Number of traf- fic accidents | | Persons injured | | Deaths | |
|-----------------|----------------------------------|---------|--------------------|---------|---------|---------|
| | 1959-60 | 1960-61 | 1959-60 | 1960-61 | 1959-60 | 1960-61 |
| St. Thomas..... | 692 | 270 | 148 | 98 | 2 | 4 |
| St. Croix..... | 218 | 330 | 90 | 131 | 3 | 4 |
| Total..... | 910 | 600 | 238 | 229 | 5 | 8 |

Vehicular Registration and Licensing

| | St. Thomas | | St. Croix | |
|-----------------------------------|-------------|-------------|-------------|-------------|
| | 1959-60 | 1960-61 | 1959-60 | 1960-61 |
| Motor vehicles (private)..... | 1,597 | 2,030 | 1,430 | 1,580 |
| Taxicabs and rented cars..... | 910 | 976 | 327 | 363 |
| Trucks (pickups)..... | 382 | 664 | 834 | 873 |
| Buses..... | 20 | 20 | 10 | 15 |
| Trailers..... | ----- | ----- | ----- | 28 |
| Motorcycles..... | 17 | 48 | 30 | 43 |
| Motorbicycles..... | ----- | ----- | ----- | 16 |
| Motor scooters..... | 72 | 41 | 64 | 41 |
| Tractors..... | ----- | 6 | ----- | 5 |
| Bicycles..... | 231 | 48 | 482 | 337 |
| Drivers' licenses: | | | | |
| Private..... | 3,128 | 3,469 | 2,936 | 3,303 |
| Taxi..... | 449 | 554 | 151 | 509 |
| Learners' permits..... | 739 | 746 | 287 | 385 |
| Motor vehicles transfers..... | 700 | 495 | 305 | 566 |
| Traffic tickets issued..... | 1,416 | 2,112 | 461 | 776 |
| Registration of vehicles..... | \$59,807.28 | \$75,110.26 | \$57,270.79 | \$61,165.17 |
| Fines for traffic violations..... | 10,373.00 | 15,565.00 | 5,056.00 | 6,220.00 |
| Visitors' permits..... | 11,482.00 | 11,482.00 | 3,364.00 | 3,413.00 |

Insular Boys Shelter

An Insular Boys Shelter was opened in Frederiksted at Fort Christian on July 22, 1960. It was started to receive boys who, because of antisocial behavior, have been committed by the Juvenile Court to the Department of Social Welfare. Boys over 16 years of age are kept in the shelter and work at trades until such time as they are put on probation by the Department of Social Welfare. Counseling is done by the Social Welfare Worker assigned to the shelter, by the supervisor and by the counselors. Twenty-four boys were admitted during the year. Of this number, 6 were sent to Insular school, 1 was returned to Puerto Rico, 4 are on probation, 1 is working in private industry, and 12 were in the shelter at the close of the year.

Richmond Penitentiary

During the year, 122 inmates were admitted to the penitentiary in St. Croix. At the end of the fiscal year there were 38 inmates. For the same period there were 478 reports of inmates being sick and receiving treatment.

Of major note was the reorganization of the Richmond Prison Industries—a program given to the training of prison inmates in new skills and trades. In addition, the Richmond Industries Fund, providing a means for the inmates of the penitentiary to earn an income while learning the aforementioned skills and trades, was also reactivated.

The rehabilitation program continues to improve although there is still much to be done. The prison farm worked by the inmates produces much of the food for the penitentiary, and considerable livestock is raised. Many of the inmates make a little money during their leisure time making belts, doing radio repairs, knitting fishnets, doing furniture upholstery and making saddles. Work of this sort and in the prison industries is considered a basic part of the rehabilitation program.

Fire Division

During the year the Fire Division responded to 109 fire calls, a decrease of 41 fires from the figure for the previous year. Fire losses in St. Croix amounted to \$11,972 as against last year's loss of \$15,060. In St. Thomas, fire losses amounted to \$15,000 as compared with \$20,101 for the previous year. No fires of any type were reported for St. John.

The Division continues its schedule of weekly training drills geared to a greater degree of familiarization with equipment and apparatus. This, however, is felt to be insufficient. The Director of the Fire Division, with the tentative approval of the Commissioner of Public Safety, has made arrangements to have both, or at least one, of the Fire Lieutenants attend the New York Fire College for advanced training in Firemanics.

During the year the Division purchased two new portable pumps which have already proved their usefulness in areas that are inaccessible to fire trucks, and where water has to be obtained by draft. In addition, four chemical units of 200 pounds each were received. Two of these units are in St. Croix and two are in St. Thomas, mounted on the jeep truck. Two more are needed for the island of St. John.

Civil Defense

Major efforts were directed to developing the organization's potential to meet emergencies resulting from such natural causes as hurricanes, floods, etc., and from man-caused emergencies. To this end emphasis was placed on perfecting the inter-island system of communications and in revising and up-dating operational survival plans. Much of this program has been effected and is under constant review and revision.

The Home Guard

The Home Guard, acting as wardens, assisted families throughout the community, in prehurricane preparedness (boarding up of homes, movement of persons from homes to shelters, etc.) and in the patrolling of the roads and outlying areas of the islands.

At the close of the last fiscal year the Legislature in recognition of the services rendered by the members of the Guard to the community, amended the Virgin Islands Code to permit remuneration of members of the Home Guard who are ordered to duty as auxiliary police. This action had a marked effect on morale and engendered new spirit in the organization.

During the year initial steps were taken to reactivate the long dormant St. Croix Home Guard. It is anticipated that these steps will materialize during the coming fiscal year and that units will be informed in both Christiansted and Frederiksted.

Wildlife—Game Wardens

Assisting in the enforcement of the game and wildlife regulations is a force of 11 men skilled in the use of firearms and who are familiar with the laws pertaining to the various forms of game and wildlife that inhabit the islands. This chief game warden and his 10 assistant game wardens have been deputized by and are directly responsible to the Commissioner of Public Safety. The wardens are all responsible civic-minded individuals with a variety of skills and serve in such capacity, without pay, as a public service in the interest of the community. The game wardens maintain a constant patrol of the island in and out of season and also serve as a specialized mobile warden force in times of emergency for the civil defense organization undertaking such tasks as first-aid, rescue, traffic direction and control, engineering, etc., in line with their available skills.

Police and Fire Commission

During the year the Commission held six meetings and considered seven cases involving members of the Police Division. As a result of these hearings, six suspensions ranging in duration for from 1 to 3 weeks were ordered.

Parole Board

The Parole Board held its regular twice-a-year meetings and applicants for parole were heard and cases reviewed. Several applicants were recommended for parole.

Appropriations

A total of \$700,823 was appropriated for the Department of Public Safety. Actual obligations were as follows:

| | <i>Activity</i> | <i>Obligations</i> |
|----------------------------|-----------------|--------------------|
| Commissioner's Office | ----- | \$80, 751. 01 |
| Police and Prison Division | ----- | 482, 997. 91 |
| Fire Division | ----- | 129, 660. 15 |
| Police and Fire Commission | ----- | 250. 55 |
| Parole Board | ----- | 111. 70 |
| Home Guard | ----- | 3, 951. 00 |
| Civil Defense | ----- | 2, 434. 32 |
| Total | ----- | 700, 156. 64 |

Department of Public Works

The fiscal year just completed marked a change in the administration of the Department of Public Works. On May 1, 1961, the Office of the Public Works Coordinator, responsible for the planning of matching fund projects, was abolished and its functions were transferred to the Department of Public Works. The former Public Works Coordinator was appointed Commissioner of Public Works.

The sum of \$2,293,191 was obligated for routine functions of the Department of Public Works in St. Thomas, St. Croix, and St. John, including maintenance of highways, streets and roads, garbage and refuse collection and removal service, operation of the sewer and salt water systems, the potable water system, the nightsoil removal service, maintenance of public buildings and structures.

The sum of \$2,707,047 was obligated for the construction of public projects under the Internal Revenue Matching Fund.

One of the major problems of the Department is keeping the city of Charlotte Amalie and its environs free of garbage and rubbish. Rubbish and garbage are dumped indiscriminately on streets and roads. Cans and bottles are dumped from passing cars by night and day on the public roads. The island of St. Croix is comparatively free of this type of litterbug activity. The Sanitary Division of St. Thomas was reorganized for concentrated effort on garbage collection and street cleaning, and new and modern equipment has been ordered.

The second major problem is keeping an adequate supply of potable water on demand at all times. On St. Croix, the potable water system consists of a series of wells. The problem of supplying the demand for water in the towns of Christiansted and Frederiksted had reached the critical stage by the end of the year, but an energetic

program was in progress for exploration for additional ground water sources which gives excellent hope of success.

In St. Thomas, the public water system consists of the runway at the airport which is used as a catchment area with a storage tank of approximately 1 million gallons of treated water, 11 catchment areas in the city area, with 13 tanks, storage capacity of 3,847,000 gallons and at the former submarine base, a storage capacity of 6 million gallons. While this may appear impressive, it is far from adequate in times of drought. Water is hauled from Puerto Rico daily on contract by a self-propelled barge of approximately 250,000 gallons capacity to augment the supply.

The contract for furnishing of water by barge has proved most satisfactory as a dependable supply. The peak storage for the year was in March with 41½ days supply, and the low was in June with 23 days supply.

Roads and Highways

On St. Croix, maintenance was carried out on unpaved sections of roads. Considerable flood damage was caused by unusual heavy rains causing washouts of roadbeds and collapse of retaining walls. Damage was particularly heavy on unpaved sections of city streets. The damages were repaired from funds made available through the Road Fund.

On St. Thomas, flood damage was repaired and maintenance was done on all dirt roads including Wintberg-Donoe Road and the Wintberg-Mandahl Road. The Rosendahl Road and the Blackpoint-Sagus Road were rebuilt.

On St. John, maintenance continued on Centerline Road, Northside Road, East End Road and the Coral Bay Quarter. On the Northside Road the pond at Maho Bay overflowed and washed the road out completely. Repairs were made by rock fill and dirt. Culverts were cleaned of rock and debris and the usual brush cutting and patching continued the year round.

Street Cleaning and Garbage Removal Service

Due to the ever increasing number of houses in the suburban districts of Christiansted and Frederiksted on St. Croix, it has been exceedingly difficult to give proper service with the limited number of garbage trucks in operation. As funds become available for the purchase of equipment, eight new garbage trucks will be purchased to provide daily removal service in the towns and additional service to the more populated areas in the country districts.

In St. Thomas, the garbage removal service has been gradually extended from the city and is now almost island-wide.

Nightsoil Removal Service

On St. Croix there has been a slow but steady decrease from year to year of the number of cans in use, particularly in the Frederiksted District. In Christiansted, there are a large number of houses still being served. On St. Thomas, the major number of dwellings being served are in the Kronprindsens Quarter and in the Demerara-Welgunst Altona Area with their many superficial houses. It is hoped to have the nightsoil removal service practically eliminated by December 1962.

Sewer System

General maintenance was carried on in St. Croix, and in St. Thomas many months were devoted to the cleaning of the sewer mains which were choked solid from the flood of May 8, 1960, and subsequent storms.

Public Buildings

The first floor of the District Court Building in Charlotte Amalie has been renovated and turned into office space for the U.S. Immigration Service, the Public Utilities Commission, the Parole Board and the Probation Officer.

Matching Funds Program

The Department was active in the planning, design, administration and construction functions of the Essential Public Projects authorized under the Internal Revenue Matching Funds. Principal projects included improvements of roads and streets, construction of Sugar Estate and Nisky Schools, improvements at the Harry S Truman Airport, installation of sewers, fresh and salt water lines, construction of the Frederiksted pier, construction of Christiansted harbor improvement, improvement of roads and streets, and sewers and fresh and salt water lines, and the construction of a new abattoir. In St. John, funds were appropriated for reconstruction of roads and school additions.

The following Public Works statistics are of interest :

| UTILITIES AND INSPECTIONS | | |
|--|---------------|-------------------------------------|
| <i>Building permits</i> | <i>Number</i> | <i>Estimated construction costs</i> |
| St. Croix----- | 224 | \$3, 019, 441 |
| St. Thomas and St. John----- | 460 | 6, 363, 482 |
| <i>Number of sanitary installation permits</i> | | |
| Sanitary installation permits----- | | 120 |
| Sewer connection permits----- | | 35 |
| Water connection permits----- | | 19 |

Number of properties connected to salt water system

| | |
|---------------------------------|-----|
| St. Croix..... | 59 |
| St. Thomas..... | 382 |
| St. Thomas new connections..... | 19 |

Number of potable water connections

| | |
|--|-----|
| St. Croix new connections..... | 79 |
| St. Thomas new connections..... | 68 |
| Total number of potable water connections..... | 802 |

Potable water consumption

| | |
|--|--------------|
| Potable water pumped from wells.....gal.. | 47, 628, 528 |
| Potable water brought in by barges.....do.... | 89, 103, 300 |
| Potable water hauled by trucks to consumers.....do.... | 625, 500 |
| Potable water used by consumers by meters.....do.... | 90, 475, 685 |
| Average daily consumption, St. Croix.....do.... | 130, 516 |
| Average daily consumption, St. Thomas.....do.... | 250, 000 |

Garbage and rubbish hauled

| | |
|------------------------|---------|
| St. Thomas.....cu yd.. | 39, 990 |
| St. Croix.....do.... | 40, 896 |

Nightsoil removal

| | |
|------------------------------|----------|
| St. Thomas.....gal.. | 458, 336 |
| Cans in use, St. Thomas..... | 900 |
| St. Croix.....gal.. | 242, 986 |
| Cans in use, St. Croix..... | 433 |

Miles of road maintained

| | |
|------------------------------|-----|
| St. Croix..... | 170 |
| St. Thomas and St. John..... | 90 |

Miles of streets maintained

| | |
|-----------------|-------|
| St. Croix..... | 16. 4 |
| St. Thomas..... | 13 |

Department of Social Welfare

Public Welfare programs are subject to changing social and economic conditions. The extent to which the community is protected against the ills of poverty, illness, poor housing, unemployment and broken homes depends upon the adequacy of the investment in health, housing and welfare programs. Increased annual appropriations have enabled the Department to provide assistance and services in such a way that the causes of many community social ills have been greatly decreased.

During the year new programs have been added and much progress recorded.

Public Assistance Division

Assistance grants were increased twice during the year. In September 1960, food allowances were increased an average of \$3 per

person for adults and for children aged 13 to 18 years. In April 1961, all Public Assistance grants were raised approximately \$4 per person. These increases were based upon the Virgin Islands "Low Cost Family Food Plan" and brought all food grants up from 50 to 75 percent of minimum need.

A plan of Medical Assistance for the Aged and Medical Assistance for OAA recipients was established pursuant to the 1960 Federal social security amendments and began operation on February 1, 1961.

The Division concentrated on analysis of the caseload in an effort to rehabilitate all possible employables, to establish eligibility on a prompt and sound basis and to improve services.

The following charts show caseload distribution and expenditures by category:

Caseload distribution by districts

| Category | Caseload July 1, 1960 | | Added during year | | Closed during year | | Caseload June 30, 1961 | |
|------------|-----------------------|-------|-------------------|-------|--------------------|-------|------------------------|-------|
| | StC | StT-J | StC | StT-J | StC | StT-J | StC | StT-J |
| OAA----- | 338 | 214 | 41 | 25 | 54 | 31 | 325 | 208 |
| ADC----- | 196 | 60 | 65 | 32 | 63 | 25 | 198 | 67 |
| AB----- | 15 | 4 | 0 | 1 | 1 | 1 | 14 | 4 |
| AD----- | 64 | 43 | 9 | 4 | 13 | 6 | 60 | 41 |
| GA----- | 60 | 42 | 40 | 48 | 32 | 26 | 68 | 64 |
| EA----- | 0 | 0 | 13 | 54 | 13 | 54 | 0 | 0 |
| Total----- | 673 | 363 | 168 | 164 | 176 | 143 | 665 | 384 |

Comparison of caseloads and expenditures

| Category | Number of persons aided | | Expenditures | |
|--------------------------------|-------------------------|-----------|--------------|--------------|
| | June 1960 | June 1961 | 1960 | 1961 |
| Old-age assistance----- | 561 | 527 | \$161,671.89 | \$183,554.78 |
| Aid to dependent children----- | 922 | 865 | 132,448.56 | 169,649.15 |
| Aid to the blind----- | 19 | 19 | 6,129.50 | 6,199.02 |
| Aid to the disabled----- | 107 | 98 | 33,483.90 | 38,324.70 |
| General assistance----- | 107 | 124 | 30,694.88 | 39,192.48 |
| Grand total----- | 1,716 | 1,633 | 364,428.73 | 436,920.13 |

The movement of this program during the past 6 years is reflected in the caseload changes noted in the following table:

Comparisons of caseloads 1956-61

| Number of persons | June 1956 | June 1957 | June 1958 | June 1959 | June 1960 | June 1961 |
|--------------------------------|-----------|-----------|-----------|-----------|-----------|-----------|
| Old-age assistance----- | 669 | 659 | 620 | 584 | 561 | 527 |
| Aid to dependent children----- | 821 | 1,007 | 785 | 777 | 922 | 865 |
| Aid to the blind----- | 30 | 25 | 21 | 20 | 19 | 19 |
| Aid to the disabled----- | 101 | 105 | 103 | 101 | 107 | 98 |
| Total Federal categories----- | 1,621 | 1,796 | 1,529 | 1,482 | 1,609 | 1,509 |
| General assistance----- | 125 | 139 | 128 | 118 | 107 | 124 |
| Grand total----- | 1,746 | 1,935 | 1,657 | 1,600 | 1,716 | 1,633 |

Under the provisions of Act No. 651 of the Third Legislature the Department of Social Welfare was made responsible for purchasing medical care from the Department of Health for individuals 65 years of age or older whose income and resources are not sufficient to meet costs of necessary medical care whether or not they are receiving assistance for other needs. By June 30, 1961, 288 persons had received care and services under this program, including drugs, appliances, and glasses.

Total assistance expenditures for assistance and administration amounted to \$574,612.64 as compared with \$448,328.68 last year, an increase of 17.6 percent. Federal matching funds earned this year amounted to \$251,154.02 compared with \$216,116.20 last year and all of it was received as this sum is less than the Federal ceiling of \$315,000.

The Division of Public Assistance worked closely with the Executive Secretary of the Commission on Aging in all areas of program planning and in other special activities relating to the Virgin Islands participation in the 1961 White House Conference. These activities were climaxed with attendance of 11 Virgin Islanders at the White House Conference on Aging in Washington in January.

Child Welfare Services

Casework service was provided to 756 children as compared with 818 last year and 627 the previous year. Below are tables showing the type of services and the caseload during the year:

Caseload distribution by district offices

| | St. Croix | St. Thomas | Total |
|---|-----------|------------|-------|
| Children receiving service July 1, 1960..... | 243 | 254 | 497 |
| Children accepted for service during year..... | 105 | 153 | 258 |
| Service discontinued during the year..... | 72 | 80 | 152 |
| Children receiving service June 30, 1961..... | 276 | 328 | 604 |
| Total number of different children receiving services during year.. | 348 | 408 | 756 |

Whereabouts of children receiving service on June 30, 1961

| | St. Croix | St. Thomas | Total |
|---------------------------|-----------|------------|-------|
| In home of parents..... | 110 | 161 | 271 |
| In home of relatives..... | 47 | 26 | 73 |
| In boarding homes..... | 49 | 70 | 119 |
| In free foster homes..... | 25 | 24 | 49 |
| In institutions..... | 31 | 35 | 66 |
| Elsewhere..... | 14 | 12 | 26 |
| Total..... | 276 | 328 | 604 |

Foster Family Care

This program continued actively during the year and is still one of the most encouraging operations. The foster care caseload is 168 of which 49 are in free homes and 119 in boarding homes. These children live in a total of 37 foster homes. There are 12 children awaiting placement.

Insular Training Schools

The Boys School continued to achieve heartening improvement in services to the boys and in boy and staff morale. The school provided care for a total of 63 boys with enrollment averaging around 51 boys. The institution caseworker enrolled at the Ohio State University School of Social Work to secure professional training. The Department of Education continued to provide academic services to the school through two full-time academic teachers. Poultry, gardening, and animal husbandry projects were expanded. Fourteen boys attended high school in town and for the first time in the history of the school one boy was graduated from the school and plans to go to college in the fall.

The Girls School established in March 1958, was at a full capacity of 12 throughout the year and provided care for a total of 17 girls. The average age of girls in residence was 15 years. Six girls attended high school in town.

The Mental Health Bureau in the Department of Health continues to provide psychological and psychiatric services to the children of these schools.

Detention facilities continue to be areas of great concern to the Department and to citizens of both islands. A temporary delinquent center for delinquent boys 16 to 21 years of age was established in Frederiksted and administered by the Department of Public Safety with intake, release and casework services being provided by the Department of Social Welfare. Funds had been appropriated, at year's end, for the construction of a detention facility on St. Thomas. During the year 110 children were in detention care.

Day Care

During the year the day care program expanded from two to five centers. An average of 90 children per month ranging from 3 months to 4½ years of age used the service. The Department pays a subsidy for care furnished by private day care facilities to children whose parents are not able to pay the minimum rates.

Governor's Conference on Juvenile Delinquency

The second Governor's Conference on juvenile delinquency sponsored by this Division was held in February. The Departments of Health, Education, Public Safety, the courts and many citizens and groups of individuals interested in the welfare of children participated. A complete report of the proceedings and recommendations of this Conference is scheduled for publication in the near future.

The Child Welfare Program is summarized in the following table:

LOCAL FUNDS

| | Insular | St. Croix | St. Thomas | All Virgin Islands |
|-----------------------------|------------|-------------|-------------|--------------------|
| Child welfare services..... | \$1,048.30 | \$11,691.37 | \$11,556.07 | \$24,295.74 |
| Foster home payments..... | | 20,730.80 | 27,329.80 | 48,060.60 |
| Insular training schools: | | | | |
| For boys..... | 81,014.53 | | | 81,014.53 |
| For girls..... | 19,037.51 | | | 19,037.51 |
| Day care centers..... | | 2,858.31 | 9,122.20 | 11,980.51 |
| Total..... | 101,100.34 | 35,280.48 | 48,008.07 | 184,388.89 |

FEDERAL FUNDS

| | | | | |
|---|------------|-----------|-----------|------------|
| Child welfare services and supervision..... | 21,327.88 | 9,912.22 | 19,467.62 | 50,707.72 |
| Grand total..... | 122,428.22 | 45,192.70 | 67,475.69 | 235,096.61 |

Divisions of Institutions and Special Programs

The Queen Louise Home for the Aged on St. Thomas with a capacity of 24 beds provides custodial care for the aged and infirm. There were 6 admissions and 5 deaths and at year end 16 persons were in residence. Better care must be provided, since this hilltop institution is not readily accessible to relatives and other friends of the residents and the feebler residents have difficulty negotiating the stairways between the dining room and the bathrooms on the lower floor and the dormitories on the upper floor.

The Corneiro Home located in St. Thomas is a shelter care home with a total of 25 rooms available. There were 15 admissions and 4 deaths, 2 persons were transferred to the Queen Louise Home, 3 moved away and there were 27 residents at yearend.

The Aldersville Home located on St. Croix is also a shelter care home with 31 rooms. Major repairs to all the cottages were in progress during the year. There were 2 admissions and 2 deaths and at yearend there were 32 residents.

The Herbert Grigg Home for the Aged is administered by the Department of Health with a capacity of 140 residents. During the year the Division certified 18 persons for placement in this home. This institution also badly needs physical as well as operational improvements. At yearend vigorous action was being taken to remodel the physical facilities and to transfer its operation to the Department of Social Welfare.

Cancer Care

It was necessary to continue to send Virgin Islands patients, referred by the Department of Health, for care at the Puerto Rico Cancer League. During the year 14 new cases in St. Croix and 7 in St. Thomas were referred. In addition, 16 repeaters returned for periodic follow-up treatment. This program is financed by the Community Chest, Government Funds and Lottery appropriations.

Services to the Mentally Ill

The Department provides a limited amount of casework service for mental patients hospitalized in the Virgin Islands while they are in institutional care, when they are being discharged, and after-care upon discharge. The Division has responsibility for planning and arranging the returning of mental patients from St. Elizabeths Hospital in Washington where 136 such patients are hospitalized.

During the year 35 studies on mental patients were completed. Twenty were residents of St. Elizabeths Hospital in Washington, D.C., and eight were residents of New York State Hospitals. Six patients returned from St. Elizabeths Hospital and were provided after-care casework service.

Emergency Housing

The accelerated building and remodeling boom, in progress particularly in St. Thomas, continues to transform many slum areas into high rental residential or industrial developments. At the same time, hundreds of low-income tenants are being deprived of quarters within their capacity to pay. In their dilemma, they continue to turn to the Department for assistance in locating suitable housing.

As a result of a housing survey conducted by the Department, funds were appropriated to erect Emergency Housing to assist with this problem until other public housing projects and private buildings can provide adequate housing for the low-income group. During the year 10 three-bedroom houses were constructed bringing the total of

prefabricated emergency houses to 16. The following chart shows the progress of the program in St. Thomas:

Report of emergency housing

| | Total families | Men | Women | Girls | Boys | Infants | Total persons |
|---|----------------|-----|-------|-------|------|---------|---------------|
| Applications pending July 1, 1960..... | 161 | 118 | 176 | 224 | 212 | 29 | 757 |
| Received during year..... | 229 | 166 | 251 | 265 | 279 | 73 | 1,034 |
| Closed during year..... | 21 | 24 | 26 | 47 | 34 | 7 | 138 |
| Applications pending June 30, 1961..... | 369 | 260 | 401 | 442 | 457 | 95 | 1,655 |
| Total housed July 1, 1960..... | 19 | 13 | 20 | 26 | 33 | 5 | 97 |
| Housed during year..... | 17 | 20 | 22 | 42 | 31 | 12 | 127 |
| Removed during year..... | 3 | 4 | 3 | 11 | 3 | 3 | 24 |
| Total housed June 30, 1961..... | 33 | 29 | 39 | 57 | 61 | 14 | 200 |
| St. Croix applications: | | | | | | | |
| Total applications August 1, 1960..... | 51 | 22 | 45 | 51 | 38 | 1 | 157 |
| Received..... | 3 | 1 | 3 | 3 | 5 | 0 | 12 |
| Housed..... | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Applications pending June 30, 1961..... | 54 | 23 | 48 | 54 | 43 | 1 | 169 |

In St. Croix, hundreds of low-income tenants also continue to live in quarters which are unsuitable. By year's end the Government was giving considerable attention to this matter and the extension of the Emergency Housing Program to St. Croix was in the planning stage.

Surplus Food Distribution Program

Responsibility for the distribution of federally donated surplus food commodities was assigned to the Department in May 1961. Arrangements were made to secure adequate warehouse space and necessary personnel. Plans were completed for inauguration of the program at the beginning of the new fiscal year.

The Community Chest

St. Thomas.—The 1960 campaign was an outstanding success, the goal of \$15,000 being surpassed by total pledges and payments of \$15,712.31. Expenditures totaled \$15,970.81.

The following is a summary of traditional Chest services provided during the fiscal year.

| Program | Cost | Services Rendered |
|--|------------|--------------------------------------|
| Housekeeping and laundry..... | \$3,135.43 | 2,710 cleanings, etc., 1,116 pieces. |
| Home nursing..... | 4,507.62 | Increased caseload. |
| Cancer care..... | 2,016.00 | Hospital bills and travel costs. |
| Emergency needs..... | 3,211.06 | Cash grants, furniture, etc. |
| Special aid to patients in institutions..... | 488.29 | Monthly grants, etc. |
| Homemaker service (St. John)..... | 523.80 | Care of aged. |

St. Croix.—The Community Chest of St. Croix staged a generally successful campaign although its goal of \$10,000 was not realized.

Expenditures

Total expenditures of the Department of Social Welfare amounted to \$974,009.95 of which \$230,323.01 were for Insular Programs, \$322,541.26 for programs allocated to the islands of St. Thomas and St. John, and \$421,145.68 for programs allocated to the island of St. Croix. The total cost is distributed as follows:

| | |
|--|---------------|
| Central administrative costs----- | \$80, 510. 71 |
| Public assistance division----- | 530, 648. 38 |
| Institutions and special programs----- | 111, 783. 44 |
| Child welfare division----- | 235, 096. 61 |
| Community Chest----- | 15, 970. 81 |
| <hr/> | |
| Total----- | 974, 009. 95 |

Department of Commerce

The Department of Commerce of the Virgin Islands was established on May 1, 1961, to implement a broad program of economic development pledged by the new Governor in his inaugural address.

Encompassing and supplementing the former Department of Tourism and Trade and its components serving tourism, trade, industrial development, marine and aviation, the new department's mission is to promote broadly the whole economy of the islands.

The remaining days of the last fiscal year were devoted to establishing sound departmental procedures based upon revised organization charts, job analyses of personnel, and in defining the administrative responsibilities of division and departmental executives.

Division of Tourism

From the beginning of the fiscal year until the organization of the new Department of Commerce, this Department operated as the Department of Tourism and Trade.

Promotional Program

The overall promotional program for the Department of Tourism and Trade was materially increased due to more funds. One of the principal factors in the promotional program, as well as in the advertising program, was the excellent cooperation received from tourist interests, particularly shops and hotels, in various joint ventures covering visiting groups, promotional efforts and joint advertising.

Approximately \$95,000 was spent by the Department in advertising during the year. With this vastly increased budget over previous years, together with the cooperation of tourist interests, it was possible to accomplish a number of "firsts" in advertising, namely, the first

full-page, four-color advertisement in a New York City newspaper's World Travel Guide; two-color ads appearing in national magazines, and four industry magazines; three full-page cooperative advertisements in another New York newspaper in which the Government participated with the various Virgin Islands tourist interests; and cooperative pages on the Caribbean area in other national publications.

In addition to the above advertising in newspapers and magazines special Virgin Islands advertisements were inserted in a number of local papers and magazines which have stateside as well as local distribution.

Literature

As in former years the Department printed and distributed the Three-Island Brochure, "Summer and Winter Hotel and Guest House Rate Sheets", and "Pertinent Facts", booklet. These pieces of literature are updated in each reprinting to keep them in line with the constant changes in the islands tourist economy and are distributed to individuals, travel agents, steamship and airline companies and various groups requesting them, and to cruise ships calling at the ports of the Virgin Islands. The Department also prepares and distributes a monthly news bulletin, a seasonal cruise ship list and preseason and postseason lists of cruise ships at Virgin Islands ports.

Publicity

Under the publicity program handled jointly by the Department and a private company during the last year, 34 articles varying from 15 to 100 lines were published. In addition, about 100 vignettes were published. In connection with these articles and other newspaper stories, 1,131 publicity photographs were distributed to newspapers, many of them featuring specific persons and groups of persons who visited the islands. The clipping service returned 1,728 clippings of the islands during the year. It is estimated that close to 5,200 articles mentioning the Virgin Islands were published.

New York Office

After many years a beautiful street-level office, located at 16 West 49th Street in the heart of Rockefeller Center, early in calendar 1961 was officially opened with suitable ceremonies. This office has an enviable location just three doors from the corner of Rockefeller Plaza. The spectacular increase in the number of inquiries both by mail and telephone has been reflected in the additional traffic to the Virgin Islands that this office has produced. The opening of this office and its functioning has been a big step forward in the promotion of the islands.

Cruise Ships

From 12 ships, carrying 5,293 passengers to St. Thomas in 1951-52, to 157 ships carrying 57,470 passengers in 1960-61, the record is ample proof of the increasing importance of cruise ship traffic to the tourist industry. It is also important to note that certain cruise ships are now calling at all three islands. The schedule below graphically demonstrates this increase.

| <i>Year</i> | <i>Number of ships</i> | <i>Passengers</i> |
|-------------------|------------------------|-------------------|
| St. Thomas | | |
| 1951-52 ----- | 12 | 5, 293 |
| 1952-53 ----- | 20 | 12, 300 |
| 1953-54 ----- | 30 | 13, 323 |
| 1954-55 ----- | 33 | 16, 000 |
| 1955-56 ----- | 36 | 18, 500 |
| 1956-57 ----- | 48 | 22, 035 |
| 1957-58 ----- | 74 | 35, 420 |
| 1958-59 ----- | 89 | 36, 900 |
| 1959-60 ----- | 126 | 49, 088 |
| 1960-61 ----- | 157 | 57, 470 |
| St. Croix | | |
| 1959-60 ----- | 2 | 700 |
| 1960-61 ----- | 10 | 1, 100 |
| St. John | | |
| 1958-59 ----- | 2 | 827 |
| 1959-60 ----- | 2 | 906 |
| 1960-61 ----- | 2 | 800 |

In May 1961, the U.S. Congress passed a bill authorizing U.S. flag vessels to deviate from their normal runs without sacrificing their regular subsidy payments. This law opened up the Caribbean area for all U.S. flag passenger ships and created a vast new cruise ship market. As a result of solicitation for this business, it is hoped that many large U.S. flag cruise ships will visit the Virgin Islands this coming winter.

Tourist Visitors

A total of 254,700 visitors came to the Virgin Islands during the year as compared with 203,400 in the preceding year. Of these, it

Tourist visitors

| | St. Thomas and St. John | St. Croix |
|---|------------------------------------|------------------|
| | 1960-1961 | 1960-1961 |
| Caribair..... | 101, 000 | 37, 000 |
| Cruise ships..... | 57, 000 | 1, 100 |
| Pan American..... | (1) | 5, 100 |
| BWIA..... | 3, 000 | (1) |
| Armed services, private yachts, regular steamers..... | 48, 000 | 2, 500 |
| Totals..... | 209, 000 | 45, 700 |

¹ No service.

is estimated that 209,000 visited St. Thomas and St. John and 45,700 visited St. Croix.

Estimated Gross Tourist Expenditures

Following is a table of estimated gross tourist expenditures for 1959-60, as compared with 1960-61.

| | St. Thomas and St. John | | St. Croix | |
|--|-------------------------|---------------|---------------|---------------|
| | 1959-60 | 1960-61 | 1959-60 | 1960-61 |
| Hotel and guest houses..... | \$6, 200, 000 | \$6, 400, 000 | \$3, 450, 000 | \$2, 050, 000 |
| Retail tourist establishments..... | 10, 223, 000 | 10, 800, 000 | 1, 900, 000 | 2, 200, 000 |
| Bars, restaurants, not including hotels..... | 810, 000 | 1, 192, 000 | 317, 000 | 325, 000 |
| Interests..... | 1, 650, 000 | 2, 600, 000 | 230, 000 | 250, 000 |
| Totals..... | 18, 883, 000 | 20, 992, 000 | 5, 897, 000 | 4, 825, 000 |

Marine and Aviation Division

The Marine and Aviation Division, established on October 1, 1960, and formerly under the Public Works Department was transferred to the Department of Tourism and Trade and then to the Department of Commerce. The improved runway and new terminal building at the Alexander Hamilton Airport was completed and put into operation. The work of constructing the new deep water pier at Frederiksted is progressing satisfactorily. During the year 748 vessels of over 100 tons visited the port of Charlotte Amalie.

The following tables show traffic at the two airports:

Harry S Truman Airport, St. Thomas

| | Landings | Passengers— | |
|---|----------|-------------|----------|
| | | In | Out |
| Caribbean Atlantic Airlines..... | 6, 869 | 120, 717 | 129, 883 |
| B.W.I.A. and Leeward Islands Air Transport..... | 728 | (1) | (1) |
| Nonscheduled and private aircrafts..... | 1, 306 | ----- | ----- |
| Military aircrafts..... | 659 | ----- | ----- |
| Air taxi..... | 1, 960 | ----- | ----- |
| Total..... | 11, 522 | ----- | ----- |

¹ Not available.

Alexander Hamilton Airport, St. Croix

| | Landings | Passengers— | |
|---|----------|-------------|---------|
| | | In | Out |
| Pan American World Airways..... | 385 | 5, 337 | 4, 912 |
| Caribbean Atlantic Airlines..... | 2, 470 | 41, 868 | 42, 301 |
| Nonscheduled and private aircrafts..... | 2, 880 | ----- | ----- |
| Military aircrafts..... | 400 | ----- | ----- |
| Passengers nonscheduled and private planes..... | ----- | 9, 989 | 9, 900 |
| Passengers military and Government planes..... | ----- | 1, 635 | 1, 635 |
| Total..... | 6, 135 | 58, 829 | 58, 748 |

| | Cargo pounds | Mail pounds |
|----------------------------------|--------------|-------------|
| Air cargo inbound Caribair..... | 503,084 | |
| Air cargo outbound Caribair..... | 57,435 | |
| Mail inbound Caribair..... | | 79,771 |
| Mail outbound Caribair..... | | 54,950 |

Division of Trade

The Virgin Islands showed a healthy trend upward in trade, industry and agriculture.

The 1960 census reflected an appreciable population increase which is one of the principal factors in community growth. Fifteen new businesses were established during the year, two new hotels and three guest houses opened their doors to business, and two hotels are under construction. Unemployment is at a minimum and there is a scarcity of skilled labor.

The port of Frederiksted, St. Croix expects to double its shipping activity upon completion of the dock now under construction. The port of Charlotte Amalie will shortly be dredged to accommodate large tourist liners now obliged to anchor outside. A salt water distillation plant when completed will furnish St. Thomas with an additional 250,000 gallons of water daily and the supply of electrical power should be substantially increased with the addition of two 5,000 kilowatt plants for St. Croix and St. Thomas, respectively.

A business survey conducted during the year disclosed a total of 733 business establishments as follows:

| Industry division and kind of business | Total number established | Number St. Thomas and St. John | Number St. Croix |
|--|--------------------------|--------------------------------|------------------|
| Mining and manufacturing..... | 57 | 30 | 27 |
| Wholesale trade..... | 26 | 19 | 7 |
| Retail trade..... | 415 | 214 | 201 |
| Selected services..... | 235 | 131 | 104 |

The steady growth of the Virgin Islands is reflected in the increase in imports in 1960 as compared in 1959. During the calendar year 1960, goods valued at \$42,283,052 were imported into the islands, compared with \$33,642,297 in 1959, or an increase of 20.4 percent. The bulk of the external trade of the islands is with continental United States and with Puerto Rico. In 1960, 69.5 percent of the islands' imports were shipped from the mainland and Puerto Rico compared with 75.8 percent in the previous year. During the past calendar year exports valued at \$7,444,605 were shipped to the United States from the Virgin Islands and showed an increase of \$1,977,400 over the previous year.

Total obligations of the Department of Tourism and Trade and the Department of Commerce made during the fiscal year are as follows:

| | |
|---------------------------------|---------------|
| Office of the Commissioner----- | \$73, 072. 98 |
| Division of Tourism----- | 238, 914. 68 |
| Division of Trade----- | 19, 875. 35 |
| <hr/> | |
| Total----- | 331, 863. 01 |

Selective Service Operations

Fiscal year 1961 witnessed the twentieth anniversary of Selective Service Operations throughout the Nation, except for a brief interruption of approximately 1 year in 1947-1948. Since September 1950, when the first registrant from the Virgin Islands to be inducted into the armed forces since World War II departed for the induction station in Puerto Rico, 2,639 registrants have been examined to determine their acceptability for military service, and of those found acceptable, 1,314 registrants have been inducted into the various services, with the exception of the Air Force and the Coast Guard, from these islands. Selective Service operations have helped to result in enlistment of over 675 Virgin Islanders into the various branches of the service and in the reenlistment of over 300. Moreover, 710 standby reservists have been screened and categorized as to their availability for recall to active duty in time of national emergency.

Registration

A total of 4,884 registrants are listed by the local boards including a total of 380 new registrants during the year.

Virgin Islands Employment Service

Included in the activities of the Virgin Islands Employment Service were placement service, employment counseling and selective placement service, special service to veterans, labor market information service, community participation, farm placement service, and administration of the Federal unemployment insurance programs.

Placement Services

Placements during the year were slightly above the figures for last fiscal year, up 289 from 3,203 to 3,492. Most of the increase was in unskilled and service placements, with a small decrease in skilled and semiskilled placements offset by an increase in placement of professional and clerical workers. Employment opportunities remained at a high level throughout the year with public and private construction setting the pace.

The prime source of needed labor continued to be the contiguous British and French islands, together with some minor recruitment success from Puerto Rico and the United States. Openings certified for the importation of foreign nationals to do nonagricultural work represented approximately 3,994 workers. Openings certified for the importation of foreign nationals to do agricultural work represented approximately 1,000 workers.

Occupational Testing

The occupational testing program continued to provide one of the most effective services in the field of employment. Its purpose is to aid in the selection, counseling, and placement process.

Tests administered included the general aptitude test battery, specific aptitude tests and proficiency tests. During the year a total of 251 general aptitude tests were administered, 184 specific aptitude tests, 139 proficiency tests.

Job Counseling and Service Placements

Job Counseling and service placements showed a definite increase. Both programs have become increasingly important not only in assisting the employer in the selection of qualified help, but in offering applicants guidance in the choice of their careers. Eight hundred and twenty-eight counseling interviews were conducted to facilitate the placement of certain types of applicants.

As a part of this continuous program of services, the Employment Service endeavors to expand the opportunities for the physically handicapped. During the year, 12 of the physically handicapped applicants were placed in gainful occupations.

Special Service to Veterans

The Employment Service placed 160 veterans and exservicemen in jobs during the year. Exservicemen returning home are quickly placed as a result of the continued demand for workers of all descriptions.

Cooperative Programs with Schools

An increased number of youths availed themselves of the services of the Employment Service and profited by the counseling and testing services. Of the 251 general aptitude test batteries administered, 179 were given to high school students in St. Thomas and St. Croix. Placements among the youth group numbered 536.

Unemployment Insurance Activities

Unemployment Insurance work loads remained light during the year. The territory's most important step forward was taken when the Governor signed into law in June an act to provide for a program

of unemployment compensation. The law established an unemployment compensation service in the Virgin Islands Employment Service and goes into effect on January 1, 1962.

Virgin Islands Employment Service budget for the fiscal year amounted to \$108,618.

Summary of employment service activities

| | |
|---|--------|
| New applications..... | 3, 430 |
| Counseling interviews..... | 828 |
| Employer visits, nonagricultural..... | 478 |
| Promotional telephone contacts..... | 242 |
| G.A.T.B.'s administered..... | 251 |
| Specific aptitude tests administered..... | 184 |
| Proficiency tests administered..... | 138 |
| Placements, nonagricultural..... | 3, 492 |
| Professional and clerical..... | 470 |
| Skilled and semiskilled..... | 802 |
| Unskilled..... | 1, 078 |
| Service..... | 1, 135 |
| Day work and casual..... | 7 |
| Placements, agricultural..... | 262 |

Municipal Courts

St. Thomas and St. John

During the year, 4,363 cases were disposed of. Divisionally, they are as follows, including preliminary hearings:

| | |
|---|--------|
| Criminal division..... | 2, 833 |
| Conciliation division..... | 465 |
| Civil division..... | 330 |
| Small claims division..... | 574 |
| Juvenile and domestic relations division..... | 161 |
| Total..... | 4, 363 |

Two hundred and seventy-five applications were made for marriage licenses. Of these, 258 marriages were reported as follows:

| | |
|-----------------------------------|-----|
| Anglican Church..... | 38 |
| Apostolic Faith..... | 1 |
| Church of God..... | 2 |
| Calvary Baptist Church..... | 4 |
| District Court..... | 4 |
| Lutheran Church..... | 11 |
| Methodist Church..... | 70 |
| Moravian Church..... | 23 |
| Municipal Court..... | 53 |
| Pilgrim Holiness Church..... | 1 |
| Roman Catholic Church..... | 42 |
| Seventh Day Adventist Church..... | 9 |
| Total..... | 258 |

There were three coroner's inquests conducted during the year.

The total cost of operating the Municipal Court was \$29,762.47. A total of \$25,168.90 was collected from court fines, notary fees, court costs and fees, and other miscellaneous charges.

The Probation Officer and the Child Welfare workers along with the Mental Health Division rendered valuable service to the court in providing reports, by supervising probationers and juvenile offenders, and by assisting juveniles and adults alike in need of special help.

St. Croix

A total of 2,076 cases were disposed of in the Municipal Court of St. Croix as follows:

| | |
|--|--------------|
| Preliminary hearings..... | 55 |
| Criminal cases..... | 434 |
| Civil cases..... | 138 |
| Small claims cases..... | 165 |
| Traffic cases..... | 877 |
| Juvenile and domestic relations cases..... | 207 |
| Conciliation cases..... | 200 |
| Total..... | 2,076 |

The overall increase of cases terminated during the year just ended as compared with those terminated in the previous fiscal year is 203 cases or approximately 11 percent.

There were 152 marriage licenses issued. A total of 152 marriages were reported as follows:

| | |
|---------------------------------------|------------|
| Municipal Court..... | 54 |
| Roman Catholic Church..... | 28 |
| Anglican Church..... | 26 |
| Lutheran Church..... | 15 |
| Moravian Church..... | 10 |
| A.M.E. Church..... | 7 |
| United Brothers in Christ Church..... | 5 |
| Pilgrim Holiness Church..... | 3 |
| Pentecostal Church..... | 2 |
| Jewish Synagogue..... | 1 |
| Spanish Methodist Church..... | 1 |
| Total..... | 152 |

The Municipal Court of St. Croix collected revenue totaling \$11,756.30 from notary fees, miscellaneous police and court fees, court fines, forfeitures, court costs and other charges, representing an increase of approximately 35 percent over the court's revenues of the preceding year.

The total cost of operating the Municipal Court of St. Croix was \$32,384.68.

Conclusion

This annual report presents a picture of some progress in all areas of the Government. However, it is written by an administration that was not quite 3 months in office when the fiscal year ended. It has taken time and hard work in that short period to fully assess the needs for continuing programs, for new programs and priorities.

As of the time this report was written, nevertheless, the new administration had already made considerable progress in solving the many problems of the territory. Housing, education, airport, financial and business improvements—in about that order—have all been acted upon vigorously. The new fiscal year will establish some of the lasting benefits of the programs started under the New Frontier.

The Territory's goal is responsible Government which will lead the islands to become truly self-governing. The conduct of the Territorial Government should be such as to merit the full support of the United States Congress in achieving the Virgin Islands' desire to be given a delegate in Congress and to have the right to elect their own Governor.

